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REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF THE NAIROBI FORWARD-LOOKING STRATEGIES FOR THE ADVANCEMENT OF WOMEN

PROGRESS AT THE NATIONAL LEVEL

Draft recommendations and conclusions arising from the review and appraisal

Report of the Secretary-General

SUMMARY

The Economic and Social Council, in its resolution 1989/32 of 24 May 1989, decided that draft recommendations and conclusions arising from the review and appraisal should be presented to the Commission on the Status of Women at its thirty-fourth session. To provide guidance to the Secretariat in the preparation of the draft recommendations and conclusions, informal meetings of an open-ended group of Member States were held during the forty-fourth session of the General Assembly. According to the draft conclusions, unless a number of key obstacles are overcome in the next five years, it is doubtful that the Nairobi Forward-looking Strategies for the Advancement of Women can be implemented. Fortunately, elimination of many of the obstacles can bring about a self-sustaining process of change in related areas. For this reason, the draft recommendations focus on a limited number of actions that should be given priority in the five-year period 1990-1995 in the areas of equality, development and peace, in particular, women's legal, economic, social and political empowerment and their more active participation in the economic and political life of their societies.

*E/CN.6/1990/1.

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INTRODUCTION

1. The Economic and Social Council, in its resolution 1989/32 of 24 May 1989, decided that draft recommendations and conclusions arising from the review and appraisal of the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women should be presented to the Commission on the Status of Women at its thirty-fourth session. They should include measures to overcome the obstacles that should be dealt with immediately if the pace of implementation of the Nairobi Forward-looking Strategies for the Advancement of Women* is to be increased.

2. In order to provide guidance to the Secretary-General in preparing the draft recommendations and conclusions, the Council requested that information on the preliminary results of the review and appraisal should be made available to an open-ended group of Member States meeting on an informal basis in New York during the forty-fourth session of the General Assembly. Informal meetings were held on 28 and 31 October 1989, for which material now included in the report of the Secretary-General on the review and appraisal (E/CN.6/1990/5)was made available.

3. The draft recommendations and conclusions are based on the results of the review and appraisal and take account of the guidance provided during the forty-fourth session of the General Assembly.

I. INCREASING THE PACE OF IMPLEMENTATION OF THE NAIROBI FORWARD-LOOKING STRATEGIES FOR THE ADVANCEMENT OF WOMEN

4. After five years of implementation of the Forward-looking Strategies, one third of the time set for achieving the objectives having elapsed, obstacles remain. Although the continued efforts of women throughout the world to achieve equality, development and peace have begun to have an effect at the grass-roots level, their efforts have yet to be translated into improvements in the daily lives of most women. It is largely an invisible success, not yet reflected in official statistics and not always found in government policy. The entrenched resistance to women's advancement and the reduction of resources available for change that has accompanied the world economic situation in the late 1980s have meant that there has been a loss of impetus and even stagnation in some areas where more progress would have been expected.

5. The pace of implementation of the Forward-looking Strategies must be improved in the crucial last decade of the twentieth century. The costs to societies of failing to implement the Strategies would be high in terms of slowed economic and social development, misuse of human resources and reduced progress for society as a whole. For this reason, immediate steps should be taken to remove the most serious obstacles to the implementation of the Strategies.

A. Equality

6. Most countries have enacted legal measures to ensure women equal opportunities before the law, ensuring *de jure* equality. But *de facto* discrimination continues and it will require visible political commitment by Governments and non-governmental organizations to eliminate it. One obstacle to eliminating *de facto* discrimination is that most women are not aware of their legal rights or do not fully understand the legal and administrative systems through which they must be implemented.

Draft recommendation I. Governments, in association with women's organizations and other non-governmental organizations, should undertake on a priority basis efforts to inform women

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*See *Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, 15-26 July 1985* (United Nations publication, Sales No.E.85.IV.10), chap. I, sect. A.

of their rights under international conventions and national law and to prepare campaigns for women's "legal literacy" using formal and non-formal education, the mass media and other means; at least one such campaign should be completed in each country by 1994.

The work of the Committee on the Elimination of Discrimination against Women should be widely publicized through forms of communication that are accessible to women in order to make them aware of their rights. National reports to the Committee should be widely disseminated within the respective countries and discussed by governmental and non-governmental organizations. Organizations of the United Nations system, particularly the International Labour Organisation and the United Nations Educational, Scientific and Cultural Organization, should be requested to examine national experience in promoting legal literacy with a view to assisting Governments, non-governmental organizations and women's movements in mounting successful campaigns.

Draft recommendation II. Governments should take steps to put legal equality into practice, including measures to provide a link between individual women and official machinery such as the establishment of offices of ombudsmen. Where possible, class-action lawsuits by national machinery and non-governmental organizations should be encouraged in order to assist women in ensuring the implementation of their rights.

7. There is abundant evidence that outdated cultural practices denigrating the role and potential of women continue to constitute obstacles in many countries. Whether reflected in stereotyped images of male and female roles in textbooks or in the glorification of traditional roles in the mass media, the perpetuation of such images retards women's advancement by providing justification for an unequal *status quo*.

Draft recommendation III. Governments should complete the revision of all textbooks by 1995 in order to eliminate sex-biased presentations and should, according to national law and practice and in conjunction with women's groups, take steps to reduce the stereotyping of women in the mass media, whether by self-policing on the part of the media or by fairness laws.

The United Nations Secretariat, the United Nations Educational, Scientific and Cultural Organization and other relevant organizations of the United Nations system should continue to analyse the extent and effects of stereotyping and implement innovative programmes to combat it.

8. Women have always been an important part of the work-force and their role will continue to grow with development, industrialization, economic necessity and the expansion of women's access to the economy. Women's economic participation, however, continues to be on an unequal basis, characterized by job segregation, unequal pay for work of equal value, inadequate career prospects and lack of full participation in economic decision-making.

Draft recommendation IV. Governments, non-governmental organizations and private-sector enterprises should implement special measures to increase the proportion of women involved in economic decision-making, including studies on the incidence of women in such positions in the public and private sectors, the promotion of training programmes, analysis of alternative policies to provide women with careers leading to economic decision-making, and the adjustment of national legislation.

The United Nations should study the world-wide incidence of women in economic decision-making and analyse innovative national programmes to increase the proportion of women in economic decision-making positions.

Draft recommendation V. All Governments should collect and maintain statistics showing the relative remuneration of women and men based on the principle of equal pay for work of equal value and should, by 1995, reduce the gap between women's and men's pay by at least 50 per cent.

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Governments should make efforts to measure the economic value of women's unpaid work with a view to taking it into account in national policies.

The United Nations system should complete work on methodological aspects of measuring women's unpaid work and comparable worth and should publish studies of countries where such measurements have been made.

9. That women are grossly underrepresented in political decision-making has been amply documented. It means that decisions on public policies that affect women's equality are still in the hands of men who may not have the same incentive to pursue them as women. Despite indications that in some countries women, by voting for candidates or parties that promise to promote their interests, are beginning to decide the outcome of elections, the incidence of women in parliaments, parties and in formal government is still low. The situation will persist unless more women are presented as candidates for office and are allowed to begin careers in senior management in the public sector and until women exercise their voting power in their own interests.

Draft recommendation VI. Governments, political parties, trade unions and associations organized in the public interest should establish targets to increase the proportion of women in leadership positions to at least 30 per cent by 1995 and to 50 per cent by the year 2000 and should institute recruitment and training programmes to prepare women for those positions.

The Interregional Consultation on Women in Public Life, to be held in September 1991, should have maximum participation by Governments and non-governmental organizations and should elaborate for the first half of the decade an agenda for political action that will mobilize all women to participate actively in the political process.

B. Development

10. The experience of the past five years has confirmed the view expressed at the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, held at Nairobi from 15 to 26 July 1985, that the advancement of women is not possible without development, as well as the fact that without the advancement of women development in its true sense will itself be difficult to achieve. An economic environment of growth with just distribution, both at the national level and in the international economic system, is essential, as is the recognition of women's full participation. Prevailing economic policies at the national and international levels have frequently failed to take into account potential negative effects on women or women's potential contribution and have accordingly not succeeded.

Draft recommendation VII. Structural adjustment and other economic reform measures should be designed and implemented so as to promote the full participation of women in the development process and should be accompanied by policies giving women full access to productive inputs, markets and decision-making and this should be incorporated fully into national economic policy and planning.

The International Development Strategy for the Fourth United Nations Development Decade should take full account of women's role and potential and this should be an important part of monitoring its implementation. Relevant organizations of the United Nations system should continue to examine the effects of national and international economic policies.

11. Since 1970, there has been a significant expansion in women's access to education, which has proved to be a significant means of equipping women to play a full and equal role in society. Although some regions have achieved equality in access to education, considerable progress remains to be achieved in Africa and in Asia and the Pacific. Moreover, although improved access of girls to education is gradually eliminating illiteracy among the young, gender-related differences in illiteracy among

adults continue to constitute an obstacle to women's legal, economic, social and political empowerment by denying women an essential tool for acquiring knowledge and skills. And women who have access to education are often channelled into "feminized" specialities. Of particular concern for the future is the achievement of women's access to science and technology through education and training.

Draft recommendation VIII. Governments that have not already done so should reorient resources to ensure women's equal access to education at all levels and in all fields and, in collaboration with women's groups and non-governmental organizations, should make special efforts to remove all gender-related differences in adult literacy by the year 2000. Programmes should be established to ensure that parents and teachers provide equal educational opportunities for girls and boys. In particular, incentives should be given to promoting the study by girls of scientific and technological subjects, particularly those corresponding to national development priorities, and to preparing girls for full participation in the economy and in public life.

The United Nations Educational, Scientific and Cultural Organization and other organizations of the United Nations system should give special priority to eliminating female illiteracy and to monitoring efforts to ensure women's equal access to all levels of education.

Draft recommendation IX. Governments should take particular steps to ensure that new technologies, especially those concerned with information processing and dissemination and with production in agriculture and food processing, are accessible to women.

The United Nations system should develop new methods of promoting the transfer of science and appropriate technology to women.

12. Women's health conditions, including their access to information and services relating to population and family planning, are improving only slowly in most countries. A woman's ability to control her own fertility continues to be a major factor enabling her to protect her health, achieve her personal objectives and ensure the strength of her family. All women should be in a position to plan and organize their lives, which implies that they should not be pressured at too early an age into making decisions that may mortgage their future. Providing the means for this, including general health services, should be a major priority.

Draft recommendation X. Governments, non-governmental organizations and women's movements should initiate population education programmes directly linked to women's rights and their role in development, including the encouragement, through the schools, of boys and men to share in family and parental responsibilities. Improvement of women's health by providing appropriate and accessible health services should be a priority within the goal of health for all by the year 2000. Programmes should be developed to enable women to implement their decisions on timing and spacing their children and on sharing parental responsibilities and to provide social services to reconcile family and employment requirements.

The United Nations Secretariat, the United Nations Population Fund, the World Health Organization and other organizations of the United Nations system should develop collaborative programmes to link women's role in development to population-related questions.

13. Urbanization, migration and economic changes have increased the proportion of families headed by women and the number of women entering the labour force. These women have experienced increasing difficulties in reconciling their economic role with the demands on them to provide care for children and dependants. The double burden, rather than being lessened by greater sharing between spouses, has increased. Unless it is lessened, women will not be able to play their full and fair role in development.

Draft recommendation XI. Each Government should, by 1995, develop comprehensive national policies for the provision of care for children and dependants, including policies for the

provision of services by the Government and the community, and measures to increase the extent to which such responsibilities are shared by men and to deal with specific problems of female-headed households that include dependants.

The United Nations Secretariat, the United Nations Children's Fund and other relevant organizations of the United Nations system should, as part of the International Year of the Family in 1994, make a special effort to analyse the issues of caring for children and dependants and sharing domestic and parental responsibilities, including the appraisal of national experiences.

C. Peace

14. Despite the progress made in some areas, international and national conflicts persist, their causes being unaffected, and women continue to number among their main victims. At the same time, women are no more prominent among those making decisions on conflict than in the past. There is growing evidence, still largely anecdotal or experimental, that women approach the resolution of conflicts differently than men and that increasing their participation in conflict resolution would not only improve the status of women, but also increase the likelihood of conflicts being resolved.

Draft recommendation XII. Governments should take special measures to involve women at the decision-making level, non-governmental organizations and women's groups in the peace process, including them as part of delegations to negotiate international agreements relating to peace and disarmament, and to establish a target of increasing women's participation in such delegations to 30 per cent by 1995.

The United Nations and the international non-governmental organizations concerned should continue to evaluate the impact of women's increased involvement in the peace process.

Draft recommendation XIII. In the context of what should be an increased effort to resolve the long-standing conflicts in Palestine and South Africa, special efforts should be made to ensure that women fully participate in the peace process and in the construction of their societies.

15. The issue of the environment affects the lives of everyone, women and men alike. Women's involvement in making decisions on the environment, however, like their involvement in making decisions related to peace, is limited despite the high level of concern women express for the issue. Women's concern for the environment in all its aspects can be an important force for a general mobilization of women that may have an impact on other areas, including equality and development.

Draft recommendation XIV. Governments should make efforts to involve individual women and women's groups in making decisions on the environment, making use of women's traditional role of inculcating in children environmentally sensitive values. Educational programmes should be developed on environmental issues and their relation to daily life.

The planned United Nations conference on the environment should deal with the issue of women and the environment with a view to mobilizing women's support at both the national and international levels.

16. The recognition that violence against women in the family and society is pervasive and cuts across lines of income, class and culture must be matched by steps to reduce or ameliorate its incidence. While the long-term causes of violence derive from women's unequal status in society, short-term measures that will enable women to participate in social and economic life free from fear for their physical safety are essential.

Draft recommendation XV. Governments should take immediate measures to establish appropriate penalties for violence in the family and to develop services, such as shelters and specially trained law enforcement officers, to assist women subject to violence.

The United Nations system should examine the relationship between violence in the mass media and in society, including new transnational transmission technologies, with a view to determining the extent to which such technologies affect women.

II. NATIONAL MACHINERY

17. The first years of the implementation of the Forward-looking Strategies have underscored the importance of national machinery for the advancement of women in promoting the integration of women's concerns into government policies and programmes, in mobilizing grass-roots support and in providing information at the national and international levels. National machinery, despite resource limitations, has been a significant factor in keeping the Strategies alive in individual countries. The effectiveness of national machinery has been found to depend on the political commitment of Governments, as reflected in appropriate resource levels, institutional location, competence in technical fields and ability to use information. Improving all of these factors is an important means of eliminating other obstacles.

Draft recommendation XVI. National machinery should be established in every State by 1995, should be given an institutional location allowing it to have a direct effect on government policy and should be provided with sufficient resources (a) to collect and disseminate information on the situation of women in a given State and on the potential consequences of government policies on women; and (b) to contribute to their advancement. National machinery should establish national targets for the advancement of women consistent with national priorities and plans.

The United Nations system should provide support to national machinery by providing advisory, training and information services relating to planning and management, training methods, evaluation and the acquisition and use of information; and should encourage mutual assistance between units of national machinery.

Draft recommendation XVII. The United Nations system should be given sufficient resources to enable it to meet national requests and maintain international activities at a level that will make possible the implementation at the international level of the Nairobi Forward-looking Strategies for the Advancement of Women.

III. POSSIBLE PRIORITY THEMES FOR THE PERIOD 1993-1997

18. Based on this analysis, the Commission on the Status of Women should examine key priority themes under each of the three objectives: equality, development and peace.

A. Equality

1. Increased awareness of women of their rights, including legal literacy

2. Equal pay for work of equal value, including measurement of comparable worth and women's unpaid work

3. Equality in economic decision-making

4. Stereotyping of women in the mass media

5. Improvement in the situation of female-headed households

B. Development

1. Elimination of illiteracy and promotion of technological knowledge
2. National development planning for women
3. Child and dependant care
4. Population factors for women in development
5. Women and urbanization

C. Peace

1. Women and the environment
2. Measures to eradicate violence against women in the family and in society
3. Women in international decision-making
4. Women and the peace movement
5. National machinery and the issue of peace

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REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF THE NAIROBI FORWARD-LOOKING STRATEGIES FOR THE ADVANCEMENT OF WOMEN

Monitoring the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women

Report of the Secretary-General

SUMMARY

By its resolution 1988/22 of 26 May 1988, the Economic and Social Council decided that the biennial report of the Secretary-General on the monitoring of the progress made by the organizations of the United Nations system in the implementation of the Nairobi Forward-looking Strategies should be considered by the Commission in even-numbered years, beginning in 1990. The present report has been structured according to that mandate and the guidelines contained in resolution 1988/22, part I of the annex. The report examines both intergovernmental and intersecretariat co-ordination during 1988-1989 to implement the Strategies as well as measures taken to strengthen institutional co-ordination and the focal points on the status of women. For each theme: equality, development and peace, the report reviews the basic strategies and mandates adopted by intergovernmental bodies, and the substantive and operational activities undertaken by the organizations of the United Nations system during 1988-1989.

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3. Percentage of female staff in each Professional grade on technical co-operation projects of the organizations of the United Nations system on 31 December 1988) 17

Explanatory notes

The following abbreviations have been used in this report:

ACC	Administrative Committee on Co-ordination
AIDS	acquired immunodeficiency syndrome
CCAQ	Consultative Committee on Administrative Questions
CEDAW	Committee on the Elimination of Discrimination against Women
ECA	Economic Commission for Africa
ECE	European Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agricultural Organization of the United Nations
GATT	General Agreement on Tariffs and Trade
GDP	gross domestic product
GNP	gross national product
Habitat	United Nations Centre for Human Settlements
HIV	human immunodeficiency virus
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICSC	International Civil Service Commission
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
IMO	International Maritime Organization
INSTRAW	International Research and Training Institute for the Advancement of Women
ITC	International Trade Centre
ITU	International Telecommunications Unit
OAU	Organization of African Unity
PAHO	Pan American Health Organization
SADCC	Southern African Development and Co-operation Conference
SIPRI	Stockholm International Peace Research Institute
SNA	United Nations System of National Accounts
UNCTAD/GATT	United Nations Conference on Trade and Development/ General Agreement on Tariffs and Trade
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNITAR	United Nations Institute for Training and Research
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNU	United Nations University
UPU	Universal Postal Union
WCARRD	World Conference on Agrarian Reform and Rural Development
WFP	World Food Programme
WHO	World Health Organization
WIPO	International Bureau of the World Intellectual Property Organization
WIS	Women's Information System
WISTAT	Women's Indicators and Statistics
WMO	World Meterological Organization

INTRODUCTION

1. The Economic and Social Council by its resolution 1988/22 of 26 May 1988 established a comprehensive reporting system to monitor, review and appraise the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women. The Council decided that the biennial reports of the Secretary-General on monitoring of progress made by the organizations of the United Nations system in the implementation of the Nairobi Forward-looking Strategies 1/ should be considered by the Commission on the Status of Women in even-numbered years, beginning in 1990. The annex to resolution 1988/22 included detailed guidelines for the reports. As specified in those guidelines, the report should address the three interrelated and mutually reinforcing objectives of the Forward-looking Strategies: equality, development and peace. It should also contain specific information on (a) measures to ensure the integration of the Strategies in the programmes of the organizations of the United Nations system, including measures to strengthen institutional co-ordination and focal points on the status of women; and (b) progress made by each organization in establishing and meeting five-year targets at each level for the percentage of women in Professional and decision-making positions, as called for by the General Assembly.

2. The present report monitors progress during the biennium 1988-1989.

I. CO-ORDINATION

A. Basic strategies, mandates and relevant institutions and programmes

3. The Council has found it useful to distinguish between intergovernmental and intersecretariat co-ordination. While closely related, each has its own basic strategies, mandates and relevant institutions.

1. Intergovernmental co-ordination

4. The General Assembly (primarily through its Second Committee and Third Committee) and the Economic and Social Council (through the Commission on the Status of Women) have provided intergovernmental co-ordination of the Forward-looking Strategies during the biennium 1988-1989. The existing arrangements for such co-ordination originated in General Assembly resolution 40/108 of 13 December 1985 and were subsequently reaffirmed by the Assembly in resolutions 42/62 of 30 November 1987 and 43/101 of 8 December 1988 on the implementation of the Strategies. In these resolutions, the Assembly reaffirmed the central role of the Commission on the Status of Women in matters related to the advancement of women and called upon it to promote the implementation of the Strategies to the year 2000. It urged all organizations of the United Nations system to co-operate with the Commission in that task.

5. Implementation of the Strategies has increasingly become a priority for many of the intergovernmental bodies of the United Nations system during 1988-1989. To encourage this, on the Commission's recommendation the Council adopted resolution 1988/60 of 27 July 1988 in which it considered that the intergovernmental co-ordination of the Strategies would be considerably strengthened if each of the intergovernmental bodies concerned were to include in its agenda an item on activities for the implementation of the Strategies within its fields of competence. In particular, the Council cited activities concerned with monitoring, technical co-operation, institutional co-ordination, research and policy analysis, the participation of women in decision-making, and public information. The Council also indicated that such intergovernmental co-ordination would be strengthened if each such intergovernmental body were to transmit its report on that agenda item to the Commission.

6. The Council exercises a co-ordination role in its review of resolutions and decisions made or recommended by its subsidiary bodies as well as through information on those adopted by specialized agencies. Many specialized agencies have taken explicit decisions on the implementation of the Strategies. Since 1985, resolutions or decisions related to the Strategies have been adopted by several subsidiary bodies of the Economic and Social Council,* and several regional commissions,** the governing bodies of major voluntary

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*Statistical Commission, Population Commission, Commission on Human Rights and the Commission on Human Settlements.

**Economic Commission for Europe (ECE), Economic and Social Commission for Asia and the Pacific (ESCAP), Economic Commission for Latin America and the Caribbean (ECLAC) and Economic Commission for Africa (ECA).

programmes and funds of the United Nations* as well as several intergovernmental conferences and executive boards of specialized agencies.**

7. Resolutions have also been adopted for the implementation of the system-wide medium-term plan for women and development for the period 1990-1995 on which a separate report was prepared for the Council, through the Commission (E/1989/16). For example, several intergovernmental bodies*** adopted medium-term plans for their respective organizations for the period 1990-1995 in line with the objectives of the system-wide medium-term plan for women and development.

2. Intersecretariat co-ordination

8. During the biennium, the strategy centred on increasing the amount of joint planning between the organizations of the United Nations system to implement the Strategies. Intersecretariat co-ordination in terms of substantive and operational questions, information and personnel questions was pursued through the machinery of the Administrative Committee on Co-ordination (ACC). The core of this effort took place in the ad hoc inter-agency meetings on women.

9. In resolution 40/108 of 13 December 1985, the General Assembly urged the Administrative Committee on Co-ordination to review periodically the system-wide implementation of the Forward-looking Strategies and to hold regular inter-agency meetings on women within the framework of the Administrative Committee on Co-ordination. During the biennium, two ad hoc inter-agency meetings on women (ACC/1988/PG/2 and PG/3) discussed six major issues involving joint planning: (a) communication with the Commission on the Status of Women; (b) monitoring and review and appraisal of the Strategies; (c) priority themes for the thirty-third and thirty-fourth sessions of the Commission on the Status of Women in 1989 and 1990; (d) implementation of the system-wide medium-term plan for women and development; (e) preparations for the cross-organizational programme analysis on matters related to the advancement of women; and (f) rural women (ACC/1988/PG/2 and ACC/1989/PG/3).

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*Executive Board of the United Nations Children's Fund, Governing Council of the United Nations Development Programme and the United Nations Population Fund, Consultative Committee for the United Nations Development Fund for Women, Committee on Food Aid Policies and the Board of Trustees of the International Research and Training Institute for the Advancement of Women.

**International Labour Conference, the Conference and Council of the Food and Agriculture Organization of the United Nations, the General Conference and Executive Board of the United Nations Educational, Scientific and Cultural Organization, the World Health Assembly and the Executive Board of the World Health Organization, General Conference and Industrial Development Board of the United Nations Industrial Development Organization and the Joint Advisory Group of the International Trade Centre.

***Inter alia the General Conference of the International Labour Organisation, the Conference of the Food and Agriculture Organization of the United Nations, the General Conference of the United Nations Educational, Scientific and Cultural Organization, the World Health Assembly and the General Conference of the United Nations Industrial Development Organization.

10. The organizations also agreed to joint planning for the preparation of the reports on priority themes for submission to the Commission on the Status of Women at its thirty-third session in 1989. For example, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the International Labour Organisation (ILO) and the World Health Organization (WHO) agreed to act as lead agencies for the preparation of the sections of the report on the priority theme of development (E/CN.6/1989/6) dealing with, respectively, (a) women and education, and eradication of illiteracy; (b) employment and (c) health and social services. Those organizations also agreed to examine the draft outline of the report of the Secretary-General on rural women, prior to its submission to the General Assembly at its forty-fourth session in 1989, and to indicate the information that currently existed and that therefore did not need to be requested from Governments. Interested organizations were encouraged to collaborate in the preparation of the report and in expert group meetings organized during the biennium by the Division for the Advancement of Women on related topics.

11. Regarding the cross-organizational programme analysis, the organizations also agreed to contribute material on mandates, general policy on the advancement of women and work programmes, budgetary and other cost estimates and the degree of expected benefit for inclusion in the report of the Secretary-General (E/1989/19).

12. The Administrative Committee on Co-ordination, through its Consultative Committee on Substantive Questions (Programme Matters) at its first regular session of 1986, urged its subsidiary bodies to include regularly in their agenda the question of the implementation of the relevant sections of the Strategies and to report thereon to the Consultative Committee. At its first regular session in 1988, the Consultative Committee reiterated that request to the Administrative Committee on Co-ordination bodies dealing with the substantive and operational questions regarding the implementation of the Strategies and further requested such subsidiary bodies to make available relevant extracts of their reports to future ad hoc inter-agency meetings on women.* During the period under review, the issue of the implementation of the Strategies was reviewed by most of those bodies as well as other subsidiary bodies of the Administrative Committee on Co-ordination.** For example, the Food and Agriculture Organization of the United Nations (FAO) serves as the lead agency for the ACC Task Force on Rural Development, establishes contacts with members and focal points, and co-ordinates their input of achievements on the implementation of the Forward-looking Strategies.

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*Those recommendations of 1986 and 1988 were drawn to the attention of the ACC Sub-Committee on Nutrition, the ACC Task Force on Rural Development, the ACC Task Force on Science and Technology for Development, the Inter-Secretariat Group for Water Resources, the Inter-Agency Group on New and Renewable Sources of Energy, and the ad hoc inter-agency meetings on aging, youth and the disabled.

**Including the Task Force on Long-Term Development Objectives, the Inter-Agency Consultation on the Follow-Up to the Substantial New Programmes of Action for the 1980s for the Least Developed Countries and the Sub-Committee on Statistical Activities.

13. Several other intersecretariat bodies reviewed the implementation of the Strategies in 1988-1989.* Action taken by those intersecretariat bodies is described in the appropriate section of the report.

14. As indicated in the cross-organizational programmes analysis of the activities of the United Nations system for the advancement of women (E/1989/19, table 2), $US 77,900,000 was the estimated total of regular budget funds allocated by the organizations of the United Nations system for activities defined as concerned with the advancement of women during 1988-1989. Within the United Nations (with a total of $US 7,875,000 allocated in 1988-1989), the United Nations Office at Vienna, mainly the Division for the Advancement of Women, was responsible for the greatest amount of resources funded from regularly assessed contributions ($US 3,530,000).** The Division implemented programme elements on research and policy analysis on the rights and status of women, the integration of women in development at the national, regional and international levels, fostering the participation of women in promoting international peace and co-operation, and matters related to areas of special concern. The allocation from the regular budget of the specialized agencies was $US 70,025,000. The largest single regular budget allocation was $US 36,513,000 by WHO, whose activities on women, health and development formed part of all relevant WHO programmes in 1988-1989; and the second largest regular budget allocation from the specialized agencies was $US 24,237,000 by FAO.

15. During the reporting period (1988-1989), the United Nations Population Fund (UNFPA) has provided the amount of $US 10,730,126 for project activities specifically designed to benefit women. It should be noted that this figure is in addition to the budgetary allocations to projects and programmes in other sectors that include women as beneficiaries. For example, during the period under consideration, the Fund has provided more than $US 172,806,792 to programmes on mother- and child-health and family planning. Although women are among the beneficiaries of these programmes, in the context of the work of UNFPA, those activities are listed under the category MCH/FP and not under special projects for women.

B. Research, policy analysis and information dissemination

16. In research co-ordination, a major joint effort was the completion by United Nations organizations of the first regular update of the world survey on the role of women in development. The 1989 World Survey on the Role of

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*The Consultative Committee on Substantive Questions (Operational Activities) examined the issue of women in development; the Consultative Committee on Administrative Questions (Personnel and General Administrative Questions), the question of women in the secretariats; the Joint United Nations Information Committee (NGO Programme Group on Women), the preparation of development education kits; and the Joint Consultative Group on Policy (JCGP Sub-Group on Women and Development) issues of operational co-ordination.

**Excluding material assistance from the United Nations Relief and Works Agency for Palestine Refugees in the Near East of $US 5,515,000.

Women in Development 2/ comprisedeleven chapters.* Representatives of those and other interested organizations of the United Nations system attended an expert group meeting convened by the Division for the Advancement of Women to review the final draft of the first regular update of the World Survey (Vienna, 13-17 February 1989), and held a drafters meeting following the expert group to finalize approaches to the text.

17. In 1989, the United Nations also published the Compendium of Statistics and Indicators on the Situation of Women: 1986 3/ and a Compendium of Statistics on Women in Africa: 1986 (United Nations, New York, 1989). 4/ The first Compendium, which was completed at the end of 1987 by the Statistical Office, Department of International Economic and Social Affairs of the United Nations Secretariat, was prepared using the United Nations microcomputer data base on Women's Indicators and Statistics (WISTAT). Development of the data base was assisted by funding from UNFPA, United Nations Development Fund for Women (UNIFEM) and earmarked funds provided to UNFPA by the Governments of Australia, Canada and the Netherlands. WISTAT and the Compendium 3/ were developed in close collaboration with the Division for the Advancement of Women and other interested offices of the United Nations Secretariat, the statistical services of the United Nations regional commissions, International Research and Training Institute for the Advancement of Women (INSTRAW), several specialized agencies, including ILO, FAO, UNESCO and WHO, and the Inter-parliamentary Union, an intergovernmental organization.

18. In terms of policy analysis relating to the new International Development Strategy, the ACC Task Force on Long-Term Development Objectives, at its sixteenth session, held at Geneva, from 13 to 16 September 1988 discussed research needs for a new strategy, and concluded that living conditions seemed to have deteriorated in many countries (ACC/1988/17). Indicators relating to, among other things, the situation of women, suggested that, while there had been progress in many countries, living conditions had worsened in many others. The Task Force reported that programmes for health, education, nutrition, women and vulnerable population groups were essential in themselves and went to the very heart of development, but also, they yielded significant economic returns (ACC/1988/17). At its seventeenth session held at Geneva, from 28 to 31 September 1989, the Task Force noted that in the preparation of the international development strategy, emphasis on human resource development, anti-poverty measures and the advancement of women were strongly supported by the United Nations system, at the Secretariat and intergovernmental levels, as well as by many Governments in the discussion on the Strategies.

19. Several intersecretariat meetings during the biennium 1988-1989 undertook policy reviews of specialized questions related to monitoring the Strategies. The ACC Sub-Committee on Nutrition convened a symposium on women and nutrition in conjunction with its fifteenth session, held in New York, from 27 February to 3 March 1989 (ACC/1989/PG/2). The symposium considered the role of women in determining the nutrition of households and society, and the nutritional status of women. Recognizing that those two aspects were linked and that women simultaneously exercised roles in the economy and the home as well

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*Three of those eleven chapters (I, II and XI) were prepared by the Division for the Advancement of Women of the United Nations Secretariat and the rest by, respectively, FAO, UNIDO, UNCTAD, ILO, INSTRAW, the Centre on Science and Technology for Development of the United Nations Secretariat, UNESCO, and the Statistical Office of the United Nations.

as reproduction, often with damaging consequences to their own nutritional status, the symposium recommended action for direct nutritional interventions for women as well as strengthening their roles as an important way of improving nutrition for all. The symposium made detailed recommendations (ACC/1989/PG/2, para. 23) and sought to include issues concerning women and nutrition regularly in the Sub-Committee's agenda. Following a recommendation of the Advisory Group on Nutrition, it was decided that on the agenda of the sixteenth session of the Sub-Committee there would be an item on innovative approaches to enhancing women's role in coping with household food insecurity.

20. At its sixteenth session in 1988, the ACC Task Force on Rural Development reviewed an item on its agenda entitled "Implementation of the Nairobi Forward-looking Strategies in relation to rural women" (ACC/1988/PG/7). It was suggested that efforts to integrate the Forward-looking Strategies into their plans and programmes should be further expanded in order to ensure that concerns related to women in development were met in the formulation of projects. The Task Force agreed that organizations should take the initiative in that regard, and that a report on such activities should focus on the priorities set forth in the Forward-looking Strategies and by the Commission on the Status of Women and the Economic and Social Council.

21. The ACC Sub-Committee on Statistical Activities at its twenty-second session, held at Geneva, from 6 to 10 June 1988, reviewed several major on-going programmes relating to socio-economic data bases, a special publication of indicators on the situation of women and the National Household Survey Capability Programme (NHSCP) (ACC/1988/PG/11).

22. Under the aegis of the ACC Intersecretariat Group for Water Resources, a working group was set up to evaluate the impact of efforts during the International Drinking Water Supply and Sanitation Decade (Proclaimed by the General Assembly in its resolution 35/18 of 10 November 1980 to improve water supply and sanitation services. Among the questions examined was one concerned with the participation of women in water supply and sanitation services. The working group met twice during the past biennium, and its work was reviewed by the ACC Intersecretariat Group on Water Resources at its ninth session, held at Geneva, on 17, 18 and 21 October 1988. The Steering Committee for Co-operative Action for the International Drinking Water Supply and Sanitation Decade has an inter-agency task force on women, which is serviced by INSTRAW. The task force endeavoured to enhance women's participation in the co-operative movement and conducted surveys on methodologies for assessing the impact of water supply and sanitation services on women and the degree of women's participation in such projects.

23. The ACC Inter-Agency Consultation on the Follow-Up to the Substantial New Programme of Action for the 1980s for the Least Developed Countries at its eighth session, held at Geneva, from 16 to 17 May 1988, supported the plan by the Secretary-General of the United Nations Conference on Trade and Development (UNCTAD) to convene meetings on the role of non-governmental organizations on women and enterprises in the development of the least developed countries. The meetings were envisaged to undertake policy analysis of those matters as part of the preparations for the next World Conference on the Substantial New Programme of Action for the Least Developed Countries.

24. Consistent with the system-wide medium-term plans for women and development, which recommended that organizations of the United Nations system and non-governmental organizations would continue to co-operate through the JUNIC/NGO Programme Group on Women in producing, disseminating and evaluating a series of development education kits on women, the Group continued these activities. Since 1980, kits have been produced on Women and Disability

(1981: lead agency ILO, updated in 1989); Women, Health and Development (1982: lead agency WHO, updated version scheduled for 1990); The Key to Development: Women's Role in Economic and Social Development (1984: lead agency, UNOV/CSDHA/DAW); Women and Shelter (1987: lead agencies, Habitat and UNOV/CSDHA/DAW); Women and Peace (1989: lead agency, UNOV/CSDHA/DAW); and Women and the World Economic Crisis (1989: lead agency, Non-Governmental Liaison Service Geneva). At its eleventh session (Geneva, 29-30 June 1989) the JUNIC/NGO Programme Group on Women agreed to prepare a kit on Women and Literacy in 1990 under the lead of UNESCO in conjunction with International Literacy Year, and to continue to review and make recommendations on ways and means of better promoting the marketing of the kits. To improve dissemination, efforts will be made to better utilize the United Nations Information Centres and the networks maintained by the public information programmes of the specialized agencies, and to increase contact with the media at the national and regional levels.

25. During the period under review, the Division for the Advancement of Women also used its two periodicals (Women News and Women 2000) to promote system-wide co-ordination of information for the advancement of women. Women 2000, No. 2, 1988, was entitled "Progress on Women and the United Nations System of Organizations" and contained a review of recent activities for the advancement of women undertaken by those organizations. In addition, Women News regularly contains a schedule of meetings on the advancement of women based on data received from the organizations of the United Nations systems.

26. The Division also continued the Women's Information System (WIS), a computerized bibliographical data bank consisting currently of 1,500 documents on women prepared by the organizations of the United Nations system. Most of what the United Nations system has published on women's issues since January 1985 is included in WIS. The system is intended to help improve national capabilities for maintaining data banks and facilitating the systematic international exchange of bibliographical information on women by encouraging national machinery to set up internationally compatible computerized information systems. The Division has received many requests for searches to be performed on WIS on specific subjects. The resulting references to WIS in papers presented at conferences, expert group meetings, studies and seminars and in reports of projects, meetings, studies and workshops provided additional publicity to help strengthen the network for disseminating information on the advancement of women contributed by the United Nations system.

C. Technical co-operation, training and advisory services

27. The issue of women and development has been on the agenda of the Consultative Committee on Substantive Questions (Operational Activities) since its second regular session of 1986. The Committee recommended that, although the subject of women in development was covered in a system-wide medium-term plan then under discussion and is being discussed in the inter-agency group on women, there was a need for closer monitoring of the involvement of women in the system's co-operation activities.

28. At its second regular technical session of 1988, the Committee agreed to continue consideration of the important issue of women in development in relation to operational activities, and to review in 1989 the consolidated set of guidelines for use by field staff in the integration of women in United Nations development projects and programmes. These were to be prepared by UNDP jointly with United Nations agencies as a joint planning exercise under the aegis of the inter-agency meeting on women and as part of the implementation of the system-wide plan. In that connection, it was suggested that

consultations on the guidelines should be held not only with the focal points on women in the various organizations, but also with the heads of their operational divisions.

29. The Inter-Agency Meeting on Women at its thirteenth session in 1989 discussed a draft of "Women in development: guidelines by sector", prepared by UNDP. It was agreed that the approach and structure of the document were appropriate and that, in order to finalize it, additional comments in writing should be sent to UNDP. It was hoped that the improved document would reflect a preliminary consensus of the United Nations system on guidelines and check lists for formulation of projects on women and development. The Meeting suggested that the revised document should be made available to several meetings on women in development. It was further agreed that the Inter-Agency Meeting on Women at its fourteenth session would consider the result of discussions in those forums to plan further stages, including the possibility of inserting guidelines on women in development into mainstream sectoral guidelines.

30. The Joint Consultative Group on Policy, which comprises the United Nations Children's Fund (UNICEF), UNDP, UNFPA and the World Food Programme (WFP), is a co-ordination mechanism for operational activities outside of the framework of the Administrative Committee on Co-ordination. It has a Sub-Group for Women in Development, established in 1986. Activities of the Sub-Group for Women in 1988 included: (a) Eastern and South Africa Regional Training Workshop on Women in Development; (b) UNDP/UNFPA/WID Workshop for Central America and the Caribbean sub-regions; and (c) an on-going regional training workshop for women in Latin America. The activities of the Sub-Group in 1989 included an expert seminar on structural adjustment and women held at Rome under WFP leadership. Also in 1989, the Sub-Group discussed the relevance of such issues as the need for developing gender-specific statistics and the role of resident co-ordinators in drawing attention to that important subject. The Sub-Group also agreed to its terms of reference, which set forth the following objectives: "To promote and facilitate sharing and exchange of information related to Women in Development (WID): guidelines; strategies; project information; research results; and meetings/conferences, with a view towards increased harmonization and co-ordination."

D. Progress in establishing and achieving five-year targets at each level for the percentage of women in Professional and decision-making positions

31. In 1985, the General Assembly requested the Secretary-General to take the necessary measures to increase the number of women in posts subject to geographical distribution with a view to achieving, to the extent possible, an overall participation rate of 30 per cent of the total by 1990 without affecting the principle of equitable geographical distribution of posts. That objective was subsequently confirmed by the Assembly in resolutions adopted in 1986, 1987 and 1988. In 1988, the General Assembly called upon the Secretary-General and the executive heads of the specialized agencies and other United Nations bodies to establish five-year targets at each level for the percentage of women in Professional and decision-making positions. It called for equitable geographical distribution to be observed and for a clear upward trend to be registered in the number of Professional and decision-making positions held by women by 1990. The Assembly also requested that additional targets should be set every five years.

32. The Economic and Social Council, in 1989, requested the Secretary-General to continue his efforts, and to consider additional measures, to increase the number of women, particularly in senior policy-level and decision-making posts

subject to geographical distribution, with a view to achieving an overall participation rate of 30 per cent by 1990 and an equitable representation by women from developing countries. It reiterated the request to all Member States, inter alia, to nominate more women candidates and encourage women to apply for vacant posts and to participate in national competitive examinations.

33. The targets set for the percentage of women in Professional and decision-making positions by those organizations of the United Nations system that have set targets are shown in table 1 and shows the extent of achievement.

Table 1. Targets set for the percentage of women in Professional and decision-making positions by the organizations of the United Nations system (by 31 December 1989) and percentage achieved (by 31 December 1988)

Organization	Targets set (%)	(level)	(year)	Source	Women in Professional posts (%) a/
United Nations Secretariat	30	All P-level posts	1990	General Assembly, 1985	28.4
UNICEF	33	All P-levels	1990	UNICEF Executive Director, 1985	33.3
	20	All P-5 posts and above	1990		21.3
	33	All P-4 posts	1990		24
	40	All P-3 posts	1990		37
	50	All P-1, P-2 posts	1990		43.5
ILO	25	All P-level posts	1985	ILO Director-General, 1985	20.1
FAO	30	All P-level posts	1995	FAO Council, 1989	15.8
UNESCO	30	All P-level posts	1995	UNESCO General Conference, 1987	24.1
WHO	30	All P-level posts	1990	World Health Assembly, 1985	24.1
World Bank	25	All P-1, P-2 posts	1992	World Bank President, 1989	..

Source: Replies received from the organizations of the United Nations system based on a request from the Division for the Advancement of Women for information.

Note: .. indicate that data are not available or are not separately reported.

a/ The percentage of women in Professional posts at the above-cited organizations is based on Personnel Statistics: Note by the Consultative Committee on Administrative Questions Secretariat (ACC/1989/PER/R.11), Consultative Committee on Administrative Questions (Personnel and General Administrative Questions), 20 July 1989, tables 3B and C, pages 15 and 16.

34. Of those organizations of the United Nations system that have set targets for the percentage of women in Professional and decision-making positions, only UNICEF has achieved and, indeed, surpassed the target it had set in 1985 for the percentage of women vis-à-vis all Professional posts. UNICEF also surpassed the targets it had set for the P-5-and-above level: P-5, 20.0%; D-1, 21.4%; D-2, 7.1% and USG, 33.3% at headquarters and other established offices of UNICEF.

35. Female staff in each Professional grade at Headquarters and other established offices of all of the organizations of the United Nations system on 31 December 1988 are shown in table 2. Female staff in each Professional grade on technical co-operation projects of the organizations of the United Nations system on 31 December 1988, are shown in table 3.

E. Institutional co-ordination and the focal points on the advancement of women

36. The focal points on substantive issues in the organizations of the United Nations system, by exchanging information on the work of intergovernmental bodies, provide a link between intergovernmental bodies. The focal points on the advancement of women have been instrumental in following-up resolutions of the Commission on the Status of Women with the relevant secretariats and intergovernmental bodies of the organizations in the United Nations system. During the past biennium, the focal points established by the organizations of the system during the United Nations Decade for Women: Equality, Development and Peace continued to function. They varied in size from a single staff member to established organizational entities or networks in cases where the units concerned had major responsibilities relating to the advancement of women. The "Directory of Focal Points on Women in the Organizations of the United Nations System", prepared by the Division for the Advancement of Women, lists a total of 56 focal points.

37. During the biennium, both UNDP and the World Bank created divisions for women in development, and UNDP has established a system consisting of WID focal local in each of its 112 field offices, at headquarters regional bureaux and divisions, as well as special funds managed by UNDP. UNICEF has a Section for Development Programmes for Women in the Programme Division. UNIFEM has provided assistance in the development of expertise on WID in mainstream agencies by such initiatives as supporting a post in the Southern African Development and Co-operation Conference (SADCC) Food Security Unit and in the development of a WID unit in the Organization of African Unity (OAU). UNIFEM has also provided training for focal point officials in local government technical secretariats. UNFPA established a Special Unit for Women, Population and Development in the Office of its Executive Director and UNIDO, a Unit for the Integration of Women into Industrial Development. ILO instituted a new structure dealing with women workers' questions and, in so doing, established a number of posts including a Special Adviser, four regional advisers and a specialist on women in technical co-operation.

38. The focal points function as contact points for both external and internal communication for the advancement of women, serve as advocates and instruments for the integration of questions relating to the advancement of women into the work programmes of the organizations concerned and help to co-ordinate intersecretariat projects on substantive, informational, operational and personnel questions.

Table 2. Percentage of female staff in each Professional grade in the organizations of the United Nations system on 31 December 1988

Organization	P-1	P-2	P-3	P-4	P-5	D-1	D-2	US-G	Total
United Nations Secretariat	3.4	40.5	37.5	27.8	15.5	8.7	6.0	3.8	28.4
United Nations bodies									
UNHCR	40.0	34.9	27.6	20.2	9.0	3.8	0.0	0.0	25.7
UNICEF	32.8	45.5	36.6	23.9	20.0	21.4	7.1	33.3	33.3
UNDP a/	40.0	48.9	34.4	26.5	12.7	7.6	3.3	10.0	26.3
UNRWA b/	0.0	66.7	..	0.0	0.0	..	0.0	0.0	20.0
UNITAR c/	0.0	25.0	5.6	7.9	0.0	9.1	0.0	0.0	7.2
UNU	..	100	14.3	11.1	0.0	33.3	0.0	0.0	12.5
Specialized agencies									
ILO	0.0	56.3	36.8	19.8	6.7	10.5	0.0	0.0	20.4
FAO	15.8	43.8	29.9	11.3	3.7	3.1	0.0	0.0	15.8
UNESCO	35.7	51.9	40.0	21.4	9.2	11.8	10.5	0.0	24.1
WHO	64.0	48.0	45.9	26.2	10.3	5.6	9.5	0.0	24.1
ICAO	25.0	40.0	25.6	11.8	0.0	0.0	0.0	0.0	15.7
UPU	..	33.3	26.7	17.6	0.0	0.0	0.0	0.0	17.6
ITU	100	28.6	22.8	12.4	1.4	3.6	..	0.0	13.4
WMO	..	62.5	46.7	14.3	3.1	0.0	0.0	0.0	20.3
IMO	28.6	30.0	41.7	31.0	0.0	0.0	0.0	0.0	17.6
WIPO	100	25.0	31.3	10.0	8.7	0.0	0.0	0.0	15.9
IFAD	0.0	38.5	30.0	18.5	0.0	0.0	0.0	0.0	13.3
UNIDO	..	46.2	29.7	16.3	3.6	6.1	0.0	0.0	17.7
IAEA	27.3	34.5	19.7	7.7	4.0	0.0	0.0	0.0	12.3
GATT	0.0	23.1	48.4	29.8	10.0	0.0	0.0	0.0	23.9
Other									
ITC	..	75.0	37.5	11.1	5.9	0.0	0.0	0.0	18.8
ICSC	0.0	50.0	60.0	28.6	0.0	0.0	0.0	..	31.8
ICJ	0.0	80.0	20.0	0.0	0.0	0.0	0.0	0.0	26.3
Total	40.0	43.4	34.8	20.8	9.5	6.8	4.2	2.5	23.4

Source: Based on Personnel Statistics, Note by the CCAQ Secretariat (ACC/1989/PER/R.11), Consultative Committee on Administrative Questions (Personnel and General Administrative Questions), 20 July 1989, tables 3B and C, pages 15 and 16.

Note: .. indicate that data are not available or are not separately reported.

a/ The statistics for UNDP include UNFPA, which reported the following: P-1, 0.0; P-2, 60.0; P-3, 65.0; P-4, 37.2; P-5, 21.6; D-1, 13.3; D-2, 0.0 and US-G, 33.3 for a total of 34.0 (the highest over-all percentage of female staff in all Professional grades as a percentage of total Professional staff at headquarters and other established offices).

b/ UNRWA subsequent to the publication of ACC/1989/PER/R.11 revised its above-cited statistics as follows: P-1, 0.0; P-2, 33.0; P-3, 6.1; P-4, 9.5; P-5, 0.0; D-1, 9.1; D-2, 0.0; US-G, 0.0 for a total of 20.0.

Table 3. Percentage of female staff in each Professional grade on technical co-operation projects of the organizations of the United Nations system on 31 December 1988

Organization	P-1	P-2	P-3	P-4	P-5	D-1	D-2	US-G	Total
United Nations Secretariat	27.3	21.1	17.5	10.7	5.2	2.5	0.0	..	10.2
United Nations bodies									
UNHCR	41.7	26.9	24.4	18.4	0.0	0.0	..	..	24.9
UNICEF	57.4	36.8	40.0	22.3	25.0	8.7	28.6	..	34.0
UNDP	33.1	29.3	23.1	0.0	0.0	0.0	..	..	30.3
UNRWA a/	..	100.0	..	..	..	..	..	..	100.0
UNITAR	..	..	0.0	..	..	..	..	..	0.0
UNU	0.0	..	50.0	0.0	0.0	0.0	0.0	..	10.0
Specialized agencies									
ILO	35.8	36.6	36.0	7.5	3.6	2.6	..	..	14.7
FAO	28.6	22.3	12.5	5.9	1.6	0.0	0.0	0.0	9.5
UNESCO b/	62.5	42.9	40.0	12.0	6.5	20.0	0.0	..	15.9
WHO	33.3	30.4	31.0	16.3	4.0	0.0	50.0	..	16.5
PAHO	100.0	37.5	60.0	11.4	8.3	0.0	..	..	19.2
ICAO	100.0	33.3	0.0	0.0	0.0	0.0	0.0	..	1.1
UPU	0.0	..	..	0.0	0.0	..	..	..	0.0
ITU	0.0	0.0	..	0.0	0.0	0.0	..	..	0.0
WMO	0.0	0.0	0.0	0.0	0.0	0.0	..	..	0.0
IMO	..	..	..	0.0	0.0	0.0	..	..	0.0
WIPO	..	..	..	0.0	..	0.0	..	..	0.0
UNIDO	19.0	26.5	27.3	0.0	1.3	0.0	0.0	0.0	9.3
Other									
ITC	33.3	40.0	0.0	14.7	2.1	0.0	..	..	8.5
Total	34.1	28.2	24.6	9.7	3.9	2.1	7.3	0.0	14.3

Source: Based on Personnel Statistics, Note by the CCAQ Secretariat (ACC/1989/PER/R.11), Consultative Committee on Administrative Questions (Personnel and General Administrative Questions), 20 July 1989, tables 3B and C, pages 15 and 16.

Note: ... indicate that data are not available or are not separately reported.

a/ UNRWA does not make a distinction between those staff engaged and those not engaged in technical co-operation projects.

b/ UNESCO subsequent to the publication of ACC/1989/PER/R.11 revised its above-cited statistics as follows: P-1, 57.1; P-2, 58.3; P-3, 33.3; P-4, 12.5; P-5, 7.7; D-1, 0.0; D-2, 0.0 for a total of 17.5.

II. EQUALITY

A. Basic strategies, mandates and relevant institutions

39. The basic strategies for equality followed by United Nations bodies were reflected in programme 1: "Elimination of legal and attitudinal forms of discrimination" of the system-wide medium-term plan for women and development for the period 1990-1995 (E/1987/52). Unlike other parts of the plan, Programme 1 deals with issues which could be considered preconditions: a legal environment that permits women to contribute to and benefit from development; an increased understanding of the causes and consequences of discrimination and the means to overcome it; and fostering attitudes that would favour the advancement of women.

40. The specialized agencies have been invited to submit reports on the implementation of the Convention on the Elimination of All Forms of Discrimination against Women in areas falling within the scope of their activities. Representatives of ILO, FAO, UNESCO and WHO attended the seventh session (1988) of the Committee on the Elimination of Discrimination against Women (CEDAW) in New York and the eighth session (1989) in Vienna, and submitted reports on the implementation of the Convention in their respective substantive areas.

41. The Declaration on the Right to Development, adopted by the General Assembly in resolution 41/128 on 4 December 1986, provided in its article 8 for equality of opportunity for all in their access to basic resources, education, health services, food, housing, employment and the fair distribution of income, and that "effective measures should be undertaken to ensure that women have a role in the development process". The Commission on Human Rights has given consideration to the issue of women in development by its discussions of the right to development and the role of popular participation in promoting human rights.*

42. The cross-organizational programme analysis of the activities of the United Nations system for the advancement of women indicated that a total of $US 2,736,000 of regular budget resources had been allocated by the organizations of the United Nations system in 1988-1989 for 16 projects or programme elements concerned with equality aspects of the advancement of women, of which the United Nations Secretariat accounts for a total of $US 874,000 (E/1989/19, table 3). Specialized agencies of the United Nations system allocating resources for this area include especially ILO for projects related to promoting the acceptance and implementation of the conventions and recommendations adopted by the International Labour Conference on equal rights, standards and opportunities for men and women in employment, and the elimination of discrimination against women in employment.

B. Research, policy analysis and information dissemination

43. During the biennium, the Division for the Advancement of Women prepared two reports on priority themes under the sub-item of equality. The 1988

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*Mandates of particular relevance to the priority theme of Equality are as follows: General Assembly resolutions 43/101, 43/224 C, 41/206 D, 40/258 B; Economic and Social Council resolutions 1989/29 and 1989/30; and Commission on Human Rights resolutions 1989/14 and 1989/45.

report on national machinery for monitoring and improving the status of women (E/CN.6/1988/3) was based on a seminar held at Vienna from 28 September to 2 October 1987. The report included recommendations for action to strengthen such national machinery in social, economic and political sectors, and in terms of organizational structure and management. The context in which national machinery functioned and the structural issues of its organization together with their implications for planning, implementation and networking were reviewed. It was recommended that Governments should express their political support to the advancement of women by supporting the management of the national machinery, and concluded that training programmes should be organized systematically to improve the management of such national machinery for the advancement of women.

44. The 1989 report covered equality in economic and social participation (E/CN.6/1989/5). It was concluded that while there might have been progress in the de jure situation, the corresponding legal provisions had not been implemented and, consequently, the de facto situation had not improved during the last decade. While the report provided examples of affirmative action taken by Member States, it was suggested that the pace of progress towards equality might be slowing and that unless special efforts were taken over the next decade, the objective of equality in economic and social participation set at the Nairobi World Conference might be at risk.

45. In preparation for the 1990 report on the priority theme of equality, the Division organized an expert group meeting on equality in political participation and decision-making (Vienna, 18-22 September 1989). The meeting made specific recommendations that are reflected in the report of the Secretary-General on that subject to the Commission on the Status of Women (E/CN.6/1990/2).

46. Regarding the promotion of more positive attitudes towards the role of women in development, the Department of Public Information of the United Nations Secretariat has worked on a number of projects to publicize the tenth anniversary of the Convention on the Elimination of All Forms of Discrimination against Women, including the issuance of an information kit on the Convention. In response to paragraph 367 of the Forward-looking Strategies, the Department co-sponsored with Columbia University Graduate School of Journalism in New York an international seminar on sex stereotyping in the media. Attending the one-day seminar in October 1989 were participants from developing countries, students at the Graduate School and journalists from major media based in North America. The seminar focused on the image of women portrayed by the media and how gender bias shapes the media's approach to specific issues.

47. The Economic and Social Commission for Asia and the Pacific (ESCAP) undertook a survey on the implementation of the Convention on the Elimination of All Forms of Discrimination against Women in the ESCAP region. One obstacle cited by developing countries in that region, which has legislated equal rights for women or removed discriminatory legal provisions, was the inconsistency between those laws and the administrative measures enacted to implement them. The lack of systematic follow-through, such as educating women about their new rights and ensuring an effective response by the judiciary systems to petitions for redress of violations of women's rights, had in some cases rendered those laws ineffective. ESCAP concluded that the political will and effort to change societal values underlying women's inequality would have to come not only from Governments, but also from the rest of society.

48. The ILO programme and budget for 1988-1989 placed greater emphasis on equality in employment between men and women. An ILO seminar on African women and the ILO Plan of Action was held in 1988 for female-trade union leaders from anglophone African countries, and a similar seminar was convened in 1989 for francophone African countries. The June 1988 session of the International Labour Conference discussed a general survey of the Committee of Experts on Application of Conventions and Recommendations concerning the application of the Discrimination (Employment and Occupation) Convention and Recommendation 1958 (No. 11). ILO has also commenced a review of special protective measures as reflected in a number of international standards to determine how they affect equality of opportunity and treatment between men and women. The International Labour Conference in 1989 held a discussion on the Night Work Convention and a second discussion will be held in June 1990. In October 1989, ILO convened a meeting of experts to examine other special protective measures. It concluded that such measures should be kept under review with the aim of establishing a coherent policy to ensure equal opportunities for women without adversely affecting their working conditions and environment and quality of life.

49. In 1989, FAO undertook preliminary activities for the setting up of a data base on women in rural development to be used within the institution and disseminated to member Governments. Also in 1989, FAO prepared legal studies on women in six Asian countries and planned similar studies for Africa and Latin America. It widely distributed among member countries the Plan of Action for Integration of Women in Development endorsed by the ninety-fourth session of the FAO Council in November 1988, and requested follow-up action.

50. UNESCO has undertaken numerous activities concerned with the identification of obstacles to educational equality between men and women. As a follow-up to the International Symposium on the Right of Woman to Education with a View to their Access to Employment, UNESCO prepared studies followed by seminars and committee work to not only identify obstacles, but also make recommendations for measures that would promote equality of educational opportunity with a view to ensuring that women are better prepared for employment. UNESCO held a seminar at Tunis in 1988 on the application of the Convention on the Elimination of All Forms of Discrimination against Women in the field of education, and a related international colloquium at Baku in 1988. UNESCO also distributed a questionnaire in the context of the fifth consultation underway in 1989 on the application of the Convention against Discrimination in Education, adopted by the UNESCO General Conference at its eleventh session in 1990.

C. Technical co-operation, training and advisory services

51. The Division for the Advancement of Women, in co-operation with the Government of Greece, sponsored an interregional seminar on the Convention on the Elimination of All Forms of Discrimination against Women, held at Athens, from 23 to 27 January 1989, under the United Nations Programme of Advisory Services for the Advancement of Women. The seminar was attended by participants from 17 countries that are States Parties to the Convention. The objectives of the seminar were to increase awareness of the Convention at the national and international levels and to facilitate the preparation of national reports by Governments under article 18 of the Convention. The participants agreed on the need to follow up the seminar with regional training workshops for women specialists from various countries. It was felt that exchanges of opinions and experiences might help them to perceive and resolve problems in their own countries. The first of such regional training seminars on the Convention for the Spanish-speaking States parties to the Convention was

sponsored by the Division for the Advancement of Women in Guatemala City, from 2 to 6 October 1989. A major thrust of the work of UNIFEM in all regions was directed in 1988-1989 towards strengthening women's national machinery (e.g. Bangladesh, Botswana, Gambia, Philippines, Republic of Tanzania and Saint Kitts and Nevis).

52. ILO undertook advisory services and technical co-operation activities during the 1988-1989 biennium to enhance employment opportunities and improve the conditions of work of women, particularly in the rural areas of developing countries. ILO increased resources under the regional technical programmes for Africa, the Americas and Asia and the Pacific to provide advisory services to member States, promote the interest of women in technical co-operation programmes and projects, and generally to ensure that women's interests were taken into account in the implementation of regional technical co-operation programmes.

53. UNESCO convened in 1988, in southern Africa, a regional training workshop for careers in television, and a subregional training workshop on the running, administration and management of a news agency. The subregional workshop was organized as part of the South/East Africa News Agency Development project and was intended for women from the member countries of the Southern African Development and Cooperation Conference (SADCC). UNESCO also provided financial assistance and co-operated with non-governmental organizations, such as the Chinese Association of Women Journalists, for a regional seminar on the advancement of women in the communications profession.

III. DEVELOPMENT

A. Basic strategies, mandates and relevant institutions and programmes

54. Women in development strategies are based on the system-wide medium-term plan for women and development which, although it formally only comes into effect in 1990, has guided the 1988-1989 biennium. The special needs of women were to be assessed periodically, and methods developed to integrate women's concerns into the planning and evaluation of development activities. And the participation of women in the formulation of technical co-operation policies and programmes was to be ensured, including action to be taken by the organizations of the system to promote such participation of women in both Headquarters and field posts.

55. Basic strategies were found in the system-wide medium-term plan for women and development in programme 2 "Access to productive resources, income and employment", programme 3 "Access to services", programme 5 "Improving means of international action" and programme 6 "Comprehensive approaches to women and development", which strategies were designed: (a) to analyse the interrelationship of factors affecting women and development; (b) to monitor, review and appraise the implementation of basic policy guidelines on women and development; (c) to strengthen national machinery and mechanisms for planning and policy-making; and (d) to co-ordinate a system-wide approach to women and development.

56. In 1989, the Economic and Social Council in its resolution 1989/37 of 24 May 1989 recommended that UNESCO and other organizations that have mandates in education and training give, in their activities, especially those related to the International Literacy Year, proclaimed by the General Assembly in resolution 42/104 of 7 December 1987, higher priority to women in programmes

and campaigns intended to eliminate illiteracy in all countries, especially in developing countries. It recommended that ILO promote the role of labour unions and employers in providing social support to working women, and it urged United Nations bodies, including INSTRAW and the Statistical Office of the United Nations Secretariat, and intergovernmental and non-governmental organizations, to continue their efforts to elaborate sufficient and adequate indicators on women in development, and to improve data collection at all levels so as to enable realistic policy formulation.

57. In 1989, the Council in its resolution 1989/41 of 24 May 1989 also requested the organizations of the United Nations system concerned with development, when designing their relevant programmes, to pay special attention to the role of women, especially rural women and poor women, in the development process, particularly in the fields of education, health, employment, agriculture and social services. It also requested the organizations of the United Nations system to maintain and strengthen their institutional support structures for women in developing countries. In its resolution 1989/42 of 24 May 1989, the Council recommended that the organizations of the United Nations system, in their programmes for the improvement of the status of women, take account of the problems facing women in the debtor countries of Latin America and the Caribbean. The Commission on the Status of Women, the Governing Council of UNDP and the Economic Commission for Europe (ECE) adopted follow-up resolutions on women and development.

58. For example, the Governing Council of UNDP in its resolution 88/28 stressed the responsibility of UNDP in the follow-up to the Forward-looking Strategies and in the participation in inter-agency collaboration to that end, and reiterated the need for co-operation and complementarity between the UNDP Division for Women in Development and UNIFEM. That was reinforced by the Governing Council in June 1989, which encouraged such co-operation and endorsed the concrete examples provided of this co-operation at the operational level.

59. The cross-organizational programme analysis on the advancement of women presents an analysis based on policy statements provided by a total of 33 organizations and bodies of the United Nations system and identifies two types of policy approach. The first is a gender-specific approach whose premise is that circumstances of particular benefit or disadvantage to women are best identified by a specific unit that advises the organization on the scope of the issue and the types of intervention required. The organization establishes a focal point, often a structural unit, that is responsible for strategy formulation and implementation and that may also have an advisory or co-ordinating role. This is the women's desk on "women in development". The second policy approach is usually referred to as mainstreaming and its premise, as elaborated by the World Bank, UNDP and UNIFEM, is that obstacles to women's advancement and opportunities for improvement should be viewed in an organization-wide framework. The aim is to improve programme performance with women as both agents and beneficiaries of change; to tap larger resources that are not ordinarily earmarked for women but that have large populations as their target and thus have a greater chance of reaching women in their particular social and economic settings; and to develop programmes for the advancement of women that take into account world economic and social trends and that will ensure greater sustainability of such activities, bearing in mind the limited availability of resources for multilateral programmes generally.

60. These two policy approaches are by no means mutually exclusive in practice. Work on improving the data base on women provides an interesting illustration of this point. The initial approach was to quantify the market

and non-market economic activities of women in both the formal and informal sectors to demonstrate the contribution of women to development. An emerging focus is to link this analysis to mainstream trends and draw on intersectoral and interdisciplinary perspectives for these purposes. Work done by INSTRAW and the Statistical Office of the United Nations Secretariat on women in the informal sector and the United Nations System of National Accounts is an example. Regional commissions and some specialized agencies have also initiated research and analysis on women's roles and status for backstopping mainstream technical co-operation programmes. It appears that the two policy approaches can be mutually reinforcing when viewed as parts of an overall strategy for the United Nations system as a whole.

61. In some organizations, the gender-specific approach is combined with a mainstreaming strategy as a means of providing greater visibility to the needs of women and the concerns they are raising, while providing access to greater financial resources and ensuring overall integration in socio-economic change. That approach is favoured by UNIFEM, the Division for the Advancement of Women, the Centre for Science and Technology for Development of the United Nations, the International Maritime Organization (IMO), UNIDO and the International Trade Centre/GATT. The main activity of FAO in that regard has been the adoption of the Plan of Action for Integration of Women in Development by the ninety-fourth session of the Council in November 1988. It is directed at supporting women in their role of agricultural producers and focuses on promoting: (a) income-generating activities and control of income; (b) educational and training opportunities; and (c) technologies and other means of both easing the burden and increasing the productivity of women's work. FAO is using a two-pronged approach that designs specific projects oriented exclusively to women and the integration of women's issues, and to women as beneficiaries in all FAO mainstream programmes and projects. In August 1988, the ILO issued formal guidelines entitled "Integration of women's interests in project design: Application of ILO general guidelines and UNDP project review form" to ensure the involvement of women in overall technical co-operation programmes.

62. Regarding programmes for women in development, the cross-organizational programme analysis of the activities of the United Nations system for the advancement of women indicated that a grand total of $US 73,798,000 of regular budget resources had been allocated by the organizations of the United Nations system for the biennium 1988-1989 for projects concerned with women in development. A total of $US 265,118,000 in extrabudgetary resources was estimated to have been allocated by the United Nations system (E/1989/19, table 3).

B. Research, policy analysis and information dissemination

63. During the biennium, the Division for the Advancement of Women convened a seminar on women and the economic crisis (Vienna, 4-8 October 1989); an expert group meeting on social support measures for the advancement of women (Vienna, 14-18 November 1988); an expert group to review the final draft of the first regular update of the world survey on the role of women in development (Vienna, 13-17 February 1989); and an international seminar on women and rural development programmes and projects (Vienna, 22-26 May 1989). All four meetings examined not only gender-specific aspects, but also the mainstream issue, to take the widest possible policy approach to the problems under review. For example, the international seminar on women and rural development programme addressed general issues related to development assistance and specific issues related to the advancement of women: (a) priorities for policies in favour of rural women; (b) strategies for development assistance in rural areas; and

(c) project formulation, execution, monitoring and evaluation. The seminar agreed on a set of guidelines to provide a more systematic approach to addressing the concerns of rural women in development projects, and organized the guidelines according to the main stages in the project cycle: identification, formulation, monitoring and evaluation. Since there was a need among project planners and programmers to recognize successful and innovative projects for possible replication, the seminar recommended that the Division for the Advancement of Women, in collaboration with interested agencies, should take the necessary steps to review in depth the case studies presented at the seminar and prepare a summary report on successful practices, and to identify and develop commendable project models.

64. During the period under review, the Statistical Office of the United Nations Secretariat prepared and published the Compendium of Statistics and Indicators on the Situation of Women 1986 3/ and a compendium of Statistics on Women in Africa 1986, 4/ as noted above.

65. The 1988-1989 programme budget of the Department for Technical Co-operation and Development of the United Nations illustrated steps taken by that Department to ensure that its programme reflected the specific concerns of women as well as to promote their fuller integration into the development process. That Department has studied ways of increasing the participation of women in development and its Task Force on Women has focused on the need to involve the primary users - community women in the case of projects in rural areas - at the planning stage as well as during other phases of the project cycle.

66. A regional workshop on the "Integration of African women in trade and commerce" was held by the Economic Commission for Africa (ECA) at Niamey, Niger, from 31 March to 2 April 1988. The workshop, organized by the International Trade and Finance Division of ECA in collaboration with the African Training and Research Centre for Women, recognized the important role African women play in economic development and more especially in trade expansion, including the continuous development of their skills by long-term training. Problems and constraints encountered by women traders were highlighted and the workshop concluded that there was an urgent need to ameliorate the situation for women traders. Subsequent to that workshop, the ninth meeting of the African Regional Committee on the Integration of Women in Development was held at Niamey, Niger, from 3 to 5 April 1988.

67. The Economic Commission for Latin America and the Caribbean (ECLAC) held the Fourth Regional Conference on the Integration of Women into the Economic and Social Development of Latin America and the Caribbean at Guatemala City from 27 to 30 September 1988, which concluded that debt, trade and protectionism must be studied not as phenomena in and of themselves, but as obstacles to development. It called for employment-generating programmes that gave preference to the employment of female labour and for measures to formalize informal employment, particularly in occupations performed by live-out domestics, women who worked at home, rural workers and traders. In addition, ECLAC has undertaken numerous projects concerned with the effective mobilization and integration of women in development. In September 1989, ECLAC convened at Panajachel, Guatemala, the ninth meeting of the Presiding Officers of the Regional Conference on the Integration of Women in the Economic and Social Development in Latin America and the Caribbean. That meeting examined, among other items, the presentation of substantive documents prepared since the Fourth Regional Conference as well as certain documents being prepared for forthcoming conferences and the work programme of the ECLAC Secretariat. During the first half of 1989, the ECLAC Secretariat prepared studies on rural

women, socialization within the domestic sphere, and political participation by women. It decided to publish such studies in order to increase their dissemination and accessibility, and to give greater continuity to the treatment of those issues. A study on women and culture was revised for publication in 1989.

68. The Economic and Social Commission for Western Asia (ESCWA) identified and undertook technical assistance inter-disciplinary projects in areas of energy, industry, labour and statistics concerned with the non-integration of women in the development process of the ESCWA region and in fulfilment of the inter-sectoral nature of the Forward-looking Strategies. All such projects of ESCWA were financed by UNIFEM, and are currently in progress. In addition, such areas were identified in the relevant regular programme activities of ESCWA for 1988-1989. Activities were started during the 1988-1989 work programme of ESCWA, especially on the topics of the Arab family, women in the informal sector and related issues concerning women. The projects would continue into the forthcoming biennium and medium-term plan so as to fulfil the Forward-looking Strategies, which recommended the increase of women's economic participation together with the enhancement of their social and financial roles.

69. FAO undertook several activities during 1988-1989 that relate to research, policy analysis and information dissemination regarding rural women. It set up a data base on women in agriculture, prepared a manual for the collection of statistics on women in agriculture and software for WID programmes, and provided assistance to member States for the full analysis of data by gender for the 1990 Round of the World Census of Agriculture. FAO initiated a pilot programme on data bases to analyse gender and agriculture as well as publications, country needs assessments and baseline survey formats. FAO also carried out case studies on women and farming by region, and updated a bibliography on women in fisheries. It prepared case studies and film strips of projects on women's participation in forestry projects in India, Nepal, Peru, the Sudan and Thailand.

C. Technical co-operation, training and advisory services

70. In the 1988-1989 biennium, the Department for Technical Co-operation and Development of the United Nations emphasized training as one of the most effective tools for promoting the role of women in development. The Department added a fourth module to a computer training package (data bank of project results and evaluation reports) that demonstrated the impact that changes in the role and status of women would have on the economy. An interregional seminar organized in Mali with funding from the regular programme of technical co-operation highlighted the critical nature of the role of women in the formulation and management of water-resource policies. Participants discussed new technologies for maintaining water supply and sanitation facilities, and for improving domestic water quality and health. In other projects, particularly those at the grass-roots level, special components were designed to improve traditional technologies, and to acquaint women with ways and means of benefiting from ongoing development programmes. In the field of statistics, a pilot project was established in 1988 with UNFPA assistance to provide direct assistance to countries in the development of national data bases for women, population and development. Training on statistics on women was carried out in a number of developing countries, with close co-operation between the Department of Technical Co-operation for Development, INSTRAW and the United Nations Sudano-Sahelian Office to improve the quality of indicators on women and the statistical systems of the countries concerned. Since women usually bear the burden of development in the rural areas, training was also provided

through special community development projects. The highest level of fellowships awarded by the Department of Technical Co-operation for Development to women was reached in the population sector, where the number of women fellows was increased from 36 in 1987 to 58 in 1988.

71. Habitat carried out a number of training projects concerned with women and human settlements during the period under review. It published "Bibliographic Notes on Women and Human Settlements" (No. 13, August 1989, in English and Spanish), and a book on Women and Shelter Management. A training manual was prepared in English, French and Spanish in 1988. A Higher Educational Kit for Women in Settlements was also prepared and, Habitat contributed subsequently to a kit entitled "Women and Shelter", published by the JUNIC/NGO Programme Group on Women as mentioned earlier. Habitat also produced a training module on the role of women in the execution of sites and services and squatter-settlement upgrading projects, used in national projects carried out with the assistance of Habitat and the Danish Co-operation Agency in Bolivia, Sri Lanka and Zambia. A series of five regional seminars on women's participation in human settlements development were held by Habitat in 1988-1989 (in Argentina, Indonesia, Saint Vincent, Tunisia and Zambia). The series was closed by a global meeting at Nairobi in 1989 to relate the lessons learned from national and regional experiences to the Global Shelter Strategy to the year 2000 and the Plan of Action in that field adopted by Member States.

72. The Centre for Science and Technology for Development continued to follow-up the recommendation of the Intergovernmental Committee on Science and Technology for Development on a priority area related to the Forward-looking Strategies through the active involvement of women in the pilot projects on endogenous capacity building in science and technology for development and in relation to the Advance Technology Alert System programme.

73. During its 1988 session, the Executive Board of UNICEF endorsed the basic recommendations contained in the progress report on achievements made in the implementation of UNICEF policy on women in development. (E/ICEF/1988/L.1) The progress report was based on the policy review approved by the Board in 1987 (E/ICEF/1987/L.1), whereby it adopted a comprehensive implementation strategy for action in that area. The strategy emphasized that programme support should respond directly to women's needs and concerns, and that related issues should be incorporated into country programme formulation. A further progress report on the implementation of the policy, submitted to the UNICEF Executive Board at its session in 1989, indicated that there was an increasing tendency to include women as a key target group in major sectoral programmes, that increased participation of women was essential to the long-term success of programmes and that efforts were proceeding to incorporate women's concerns into national and sectoral planning, avoiding the segregation of women's issues from mainstream development. (E/ICEF/1989/L.1)

74. During 1988-1989, the UNDP Division for Women in Development expanded the geographical coverage of WID training events through country-level and regionally organized workshops, as well as through continued inclusion of women in development modules in regularly scheduled workshops of the Training Division of UNDP. More levels of staff were reached through training, targeting resident representatives and their deputies, as well as programme officers, national officers and junior professional officers. The emphasis on ensuring the participation of government counterparts and agency representatives in training workshops and seminars on women in development was continued. At the national level, field office seminars/workshops were organized in Barbados, Bolivia, Colombia, Ethiopia, the Gambia, Iraq, Jordan, Malawi, Morocco, Peru and Uganda. Regional training workshops were conducted in Egypt, with the

participation of all countries in the Arab States region; and in the Dominican Republic, for countries in the Central American and Caribbean region. Regional workshops in Africa and Asia were held in 1988. Four training sessions for staff at UNDP headquarters have been conducted since the last report to the Council. Two workshops with regional participation were also held in New York, attended by resident representatives and their deputies. It is estimated that over 460 persons have been trained in women-in-development issues in the past year. Of those, 280 are UNDP staff, 61 government representatives, 105 agency staff and 14 representatives of non-governmental organizations.

75. The Governing Council of the UNDP at its thirty-fifth session, held from 6 June to 1 July 1988, adopted decision 28 entitled "Women in development", by which it requested a progress report on the continuing activities of UNDP in gender-responsive country programming, staff training, inter-agency collaboration and reflection of women-in-development perspectives in the work of the organizations. In addition, by its decision 5/4 of 27 May 1987 entitled "Role of women in technical co-operation among developing countries", the UNDP High-level Committee on the Review of Technical Co-operation among Developing Countries and the Role of Women in Technical Co-operation among Developing Countries requested the Administrator of UNDP to report to the Committee at its sixth session in May 1989 and to the UNDP Governing Council at its thirty-sixth session in June 1989 on activities being undertaken or proposed by the United Nations system to enlarge the role of women in technical co-operation among developing countries. That report entitled "Role of women in technical co-operation among developing countries, report of the Administrator of the United Nations Development Programme" (TCDC/6/7) was based on the progress made over the past biennium in the context of the comprehensive guidelines of the Buenos Aires Plan of Action and the implementation of the Forward-looking Strategies.

76. At its twenty-fourth session in September 1988, the Consultative Committee on the United Nations Development Fund for Women approved the Fund's work plan for the period 1988-1989, which was updated at its twenty-fifth session. That plan featured the implementation of the Fund's regional frameworks. The African Investment Plan, including the development of activities in North African States, was adjusted in light of the United Nations Programme of Action for Africa's Economic Recovery and Development. In response to the economic crisis, the Participatory Action Plan for Latin America and the Caribbean was updated. A plan for the implementation of the Asia and Pacific Development Strategy, including preparations of a strategy for programming in Western Asia, was agreed upon in 1989. Those regional frameworks identified programming priorities in response to each region's specific circumstances. Within those regional frameworks, some highlights of UNIFEM activities during the biennium included the following: (a) strengthening the capacity of regional and national institutions for programming and planning for WID; (b) enhancing collaboration with United Nations system WID divisions; (c) improving programming and monitoring capacity through enhanced field presence and increased programming mission; (d) strengthening programming capacity and specialized knowledge in two substantive areas (credit support systems and food cycle technologies); (e) bringing into operation the "knowledge bank" of the Fund; and (f) developing and implementing major resource mobilization strategy.

77. The Governing Council of UNDP, by its decision 86/34 of 27 June 1986, requested the Executive Director of UNFPA to prepare a strategy for the systematic incorporation of women's interest in, and benefits from, population programmes. In 1987, the Fund submitted to the UNDP Governing Council an

implementation strategy to strengthen the capacity of the Fund to deal with issues concerning women, population and development (DP/1987/38). That strategy, with its four-year work plan, 1987-1990, and its budgetary requirements, was approved by the Governing Council in decision 87130 of 18 June 1987. The following priority areas for action were identified in the strategy: staff training, monitoring of existing guidelines, instructions and procedures for the inclusion of women-in-development criteria, increasing the effectiveness of the special unit on women at the Fund's headquarters, and paying due attention to the relevant experiences of organizations engaged in operational activities within the United Nations system, including the possibility of instituting joint staff training programmes in that field. During the past biennium, the Fund has supported a number of activities at the national level aimed at improving women's access to economic activities and enhancing the provision of maternal, child health and family planning services.

78. The Board of Trustees of INSTRAW held its ninth session from 20 to 24 February 1989 at Santo Domingo and complemented the Institute for intensifying activities in training on women-in-development issues. It requested INSTRAW to continue to focus on elaborating training methodologies, materials and packages for defined groups. INSTRAW also reported on the first International Consultative Meeting on Communications for Women in Development, held at Rome from 24 to 28 October 1988.

79. In 1988, the International Trade Centre (UNCTAD/GATT) implemented a preparatory project on women in export development. The project identified systematic approaches to strengthen the role of women in trade development of developing countries; revised areas of priority for technical co-operation activities for women either already involved in export operations or having potential for export development; and proposed guidelines and procedures to plan, implement and monitor future activities at the Centre in trade development taking into account gender relationships. The project recommendations for a strategy of the Centre on strengthening the role of women in trade promotion were discussed and endorsed during the meeting of the Joint Advisory Group on the International Trade Centre in April 1989, and adopted as the Centre's basic strategy by its Secretariat in November 1989. Several projects relating to an increased participation of women in trade development have been developed during 1989. The number of women participating in the trade promotion activities of the International Trade Centre in general increased and monitoring tools have been introduced to verify the participation of women in the activities of the International Trade Centre.

80. A policy paper entitled "Food aid strategies for women in development" (WFP/CFA:23/7) was endorsed by the Committee on Food Aid Policy and Programmes at its twenty-third session, and its decision and conclusions thereon constituted the guiding principles for the activities of the World Food Programme on that question (WFP/CFA:23/20), sectoral guidelines on women and development: gender variables in food-assisted projects have also been elaborated by WFP and submitted for review by that Committee at its twenty-seventh session, held at Rome, from 29 May to 2 June. Those guidelines were formulated to ensure gender responsiveness in each type of project that WFP normally supports, for example, land settlement, crop diversification, forestry, community development, mother and child health, and transportation infrastructure. During the past biennium, WFP has strengthened staff capability at headquarters and in country offices to address gender issues during the project cycle.

81. In its activities during the 1988-1989 biennium, ILO paid special attention to enhancing the role of women and their further integration in development activities through technical co-operation in accordance with the

resolution on equal opportunities and equal treatment for men and women in employment adopted by the International Labour Conference in 1985. Advisory services and technical co-operation projects were undertaken to promote employment opportunities and improve conditions of work of women in a number of areas: rural development, small enterprise development, vocational training, safety and health, workers education, management development and co-operative development. In March 1986, the ILO Governing Body made an assessment of the nature and extent of the involvement of women in ILO technical co-operation. The Governing Body stressed the necessity for women's involvement in the design, implementation and evaluation of projects, and proposed specific means to ensure that this should be done in the form of either the provision of separate resources for project activities aimed at work or specific mention of women as beneficiaries. The ILO Plan of Action on Equality of Opportunity and Treatment of Men and Women in Employment approved in 1987 stressed that point. The women-in-development issue was the subject of several meetings organized by ILO during the period and the consensus that emerged favoured the integration of women in mainstream technical co-operation activities as having the most potential for raising women's productivity and incomes.

82. For the 1988-1989 biennium, FAO set the following priorities regarding technical co-operation, training and advisory services to implement the Forward-looking Strategies, with particular reference to the recommendations of the World Conference on Agrarian Reform and Rural Development: policy advice to Governments on WID issues through advisory assistance and field projects; project development and monitoring; inclusion of WID concerns during the entire cycle of the project life; preparation and promotion of women-in-development guidelines and manuals to help decision makers, advisers and technical assistance staff to integrate WID concerns in policy and programme development, implementation and evaluation. Training on WID is the first priority set up by the FAO Council as one of the main tools of promoting the integration of women in development. A comprehensive programme was set up for 1,200 professionals at FAO headquarters and all staff in its regional and country offices. WID modules were integrated into FAO training activities, in particular, the briefing/training of National Project Directors and the Workshop on Project Formulation and Appraisal.

83. During the 1988-1989 biennium, UNESCO undertook specific measures to ensure the effective and systematic integration of the needs and interests specific to women in its technical co-operation, training and advisory services. The UNESCO Intersectoral Committee for Co-ordination of Activities concerning Women was directly involved in the preparation of such activities and methods, and served to promote them in all parts of the activities of UNESCO. In preparation for the International Literacy Year (1990), UNESCO set up a secretariat to serve as the focal point of activities, including the co-ordination of technical co-operation, training and advisory services on literacy and post-literacy instruction and education for women. In the context of the World Decade for Cultural Development, UNESCO emphasized cultural aspects of education in its technical and vocational training projects for women.

84. The International Civil Aviation Organization (ICAO) created opportunities for training during the past biennium that have enabled women to advance their civil aviation careers in a number of non-traditional disciplines. Of the numerous fellowships awarded to women through ICAO/UNDP projects in 1988-1989, only a few were in a traditional female area (flight attendant) of that occupational group. The remainder were in areas ranging from air traffic control to airport management and air transport economies. As a result of such ICAO training activities and related projects, there are now

several airlines in the developing world that employ female pilots and engineers, and increased numbers of women have taken positions in various industrial and governmental agencies in the civil aviation field.

85. The contribution of WHO to the implementation of the Forward-looking Strategies was carried out through its wide range of programmes concerning women, health and development (WHD). Those activities cut across all WHO programmes during the past biennium. The Steering Committee on Women, Health and Development, established at WHO headquarters, supported and co-ordinated the planning and implementation of WHD-related activities under various programmes. The World Health Assembly adopted important policy decisions on women's health (resolution WHA 42.42) and on monitoring and implementation of health for all strategies, which gave special attention to strengthening women's leadership (WHA 42.2). In terms of steps taken to implement those policy resolutions, WHO developed methodologies to assist communities to identify the most vulnerable women in terms of their literacy, income and reproductive health needs, and to integrate the priority needs into intersectoral and functional literacy campaigns. Special emphasis was given to enhancing the leadership role of nursing and nurse practitioners in primary health care. The WHO Interregional Workshop on Leadership and Participation of Women in Maternal and Child-Health Care and Family Planning (MCH/FP) was convened in Mauritius, from 4 to 11 December 1989, with UNFPA support, to enhance the role of women and of women's organizations in such MCH/FP programmes. WHO continued to play its technical lead and co-ordinating role in connection with the global initiative on Safe Motherhood aimed at reducing high levels of maternal mortality by 50 per cent by the year 2000. WHO together with UNDP supported country case studies on women's participation in water supply and sanitation projects. WHO also undertook projects related to the acquired immunodeficiency syndrome (AIDS) and its effects on women and the role of women in the prevention of the human immunodeficiency virus (HIV).

86. In April 1987, the World Bank established a Women in Development Division in the new Population and Human Resources Department. During the 1988-1989 biennium, the new approach of the World Bank demonstrated what could be done to include women in development programmes, and how such participation contributed to economic performances, easing of poverty and other development objectives. The World Bank's Women in Development Division (a) built a foundation of evidence and experience for the gradual development of the World Bank's policies; (b) developed guideline for addressing women's issues in country economic work and key sectors; and (c) designed a conceptual framework to help identify and set priorities for policy and programmes options related to women, and to institutionalize women in development policies and programmes at the regional level.

87. IMO undertook measures during 1988-1989 to place its training projects for women, especially from developing countries, on an equal basis with men. There was an increased enrolment of women students in the IMO World Maritime University at Malmo, Sweden, and the IMO Technical Co-operation Committee has sought to involve more women in the planning, implementation and evaluation of IMO technical co-operation projects.

88. The International Bureau of the World Intellectual Property Organization (WIPO) designated a focal point on women's issues to co-ordinate WIPO activities in that field, especially the training of women regarding intellectual property and the granting of awards (medals with certificates) to women inventors in recognition of their work.

89. During the past biennium, the International Fund for Agricultural Development (IFAD) prepared a programme designed to elaborate its strategy, broaden its activities and expand its technical capacity related to women in development. The programme specifically strengthened the approach of IFAD to women as full and creative partners in the development process. IFAD appointed a Co-ordinator of the Women in Development Programme, who supported all stages of IFAD project work from design to monitoring and evaluation, and also prepared a policy paper for IFAD on gender issues. The Co-ordinator's work was supported by consultancies for field missions. In addition, special studies synthesizing IFAD field experience as a basis for future project design for women and agricultural development were prepared. Approximately 50 per cent of IFAD technical co-operation projects identified women as explicit beneficiaries. Of those projects, over 80 per cent supported women's economic activities and about 20 per cent their domestic activities.

90. By IDB.5/Decision 4 of 6 July 1989, the Industrial Development Board of the United Nations Industrial Development Organization (UNIDO) noted with appreciation the continuing efforts of the Director-General to promote the integration of women in industrial development, particularly the contribution of UNIDO to the 1989 World Survey, 2/ as well as the initiation of the programme to attach women-in-development specialists to general projects of UNIDO. The essential role of UNIDO in the implementation of the Forward-looking Strategies can be seen in the documentation and promotion of women's involvement in the design and implementation of technical co-operation programmes, studies and research. Priority sectors in which UNIDO endeavoured to enhance the status and skills of women included industrial planning, agro-industry and small- and medium-scale industry. Special efforts were made to implement a human resource development strategy that strengthens the skills of women in industry. Training programmes specifically targeting women have been developed and organized in such areas as management, industrial project preparation, evaluation, financing and investment promotion, and food processing technology.

IV. PEACE

A. Basic strategies, mandates and relevant institutions and programmes

91. During the period under review, the basic strategies for peace followed by the organizations of the United Nations system were reflected in the Declaration on the Participation of Women in Promoting International Peace and Co-operation (General Assembly resolution 37/63, annex) and the Declaration of the Protection of Women and Children in Emergency and Armed Conflict (General Assembly resolution 3318 (XXIX)) and contained in subprogramme 5 of the revised United Nations medium-term plan for the period 1984-1989 and subprogrammes 4 and 6 of the system-wide medium-term plan for women and development (E/1987/52).

92. As stated in the revised medium-term plan for 1984-1989, the strategy for the period 1984-1991 emphasized work on peace at the international level, especially on women's participation in decision-making on peace and disarmament, which is the priority theme regarding peace for the Commission on the Status of Women in 1992. In addition, efforts to promote education for peace, as a follow up to the priority theme on peace discussion in 1988, were to include co-ordination of such work in the organizations of the United Nations system. That was to be accomplished especially through regional focal points (either intergovernmental or non-governmental organizations) as guided by the

Commission. The strategy envisaged follow up to the 1988 priority theme, violence against women, including examination of the relationship between different levels of violence.

93. During 1988-1989, the Commission reviewed two specific priority themes related to women and peace: "Access to information, education for peace, and efforts to eradicate violence against women within the family and society" (1988) and "Full participation of women in the construction of their countries and in the creation of just social and political system" (1989). Based on those reviews, the Commission recommended several resolutions pertaining to women and peace to the Economic and Social Council, which adopted them all. In 1988, the Council by its resolution 1988/28, requested the Secretary-General to report to the General Assembly at its third special session devoted to disarmament on programmes and activities undertaken by the United Nations system relating to women and peace, in particular those activities relating to the implementation of the Declaration on the Participation of Women in Promoting International Peace and Co-operation and the Nairobi Forward-looking Strategies. The Council also requested the Secretary-General to take adequate steps to ensure that publicity was given to the Declaration. In addition to mandates relating to that Declaration, the Council adopted resolutions 1988/2, 1988/24, 1988/25, 1988/27, 1989/31, 1989/33, 1989/34 and 1989/35 pertaining to specific emergency and armed conflict situations involving women.

94. Concerning institutions at the global level relevant to the topic of women and peace, responsibility for the implementation of the Forward-looking Strategies, the Convention, the declarations and the above-cited mandates rests with the organizations of the United Nations system and their secretariats. The most directly relevant programmes for women and peace are those of the United Nations Secretariat, especially the Division for the Advancement of Women. It had identified biennial subprogramme activities in 1988-1989 on the topic of the participation of women in promoting international peace and co-operation. In addition, on a sectoral basis, many of the specialized agencies also have relevant activities (ILO, UNESCO, FAO, WHO) and the major refugee agencies (UNRWA and UNHCR) also have undertaken specific activities concerning women refugees during 1988-1989. Concerning women and children under apartheid, the Division for the Advancement of Women and the Centre against Apartheid of the Department of Political and Security Council Affairs and the Department of Public Information of the United Nations Secretariat, ILO and UNESCO reported activities with primary emphasis in the past biennium. In particular, the Special Committee against Apartheid through the Centre against Apartheid organized a Seminar on the Special Needs of South African and Namibian Refugee Women and Children at Harare (16-18 January 1989). Its participants recommended in the final declaration of the Seminar that a Support Group of eight eminent women should be established: (a) to maintain close contact with local structures of refugee women and children, to be guided by their experience and aspirations, and to co-operate with them in supporting their needs; (b) to monitor the conditions of South African refugee women and children including internal refugees, to provide publicity to their conditions and needs, and to promote measures to alleviate their hardships; and (c) to monitor the return of Namibian women and children, and their reintegration into independent Namibia. The Support Group was formally established by the Special Committee against Apartheid in June 1989, and went on its first mission to Namibia, Zambia and Zimbabwe from 19 to 29 November 1989. On the matter of Palestinian women and children, the Division of the Advancement of Women and UNRWA have reported activities with primary emphasis, and UNESCO, WHO and UNICEF with co-operating activities. Regarding conflict areas, the Division for the Advancement of Women and WFP reported primary emphasis, and

regarding areas of special concern, WFP, FAO and UNESCO reported primary emphasis regarding women in areas affected by drought, and WFP, UNHCR and UNRWA regarding refugee and displaced women.

95. Regarding programmes for women and peace, the cross-organizational programme analysis of the activities of the United Nations system for the advancement of women indicated that a total of $US 5,741,000 of regular budget resources and $US 267,130,000 of extra-budgetary resources had been allocated by the United Nations during 1988-1989 for projects pertaining to women and peace (E/1989/19, table 3). The largest allocation for regular budgetary resources was made by the Division for the Advancement of Women.

B. Research, policy analysis and information dissemination

96. The Division for the Advancement of Women prepared three reports on the priority themes of peace for the Commission on the Status of Women during 1988-1989, the first, entitled "Access to information and education for peace" (E/CN.6/1988/5) described the concepts of peace, education for peace, women's access to information and education for peace, the role of women in education for peace and the role of the United Nations system in promoting the participation of women in education for peace. The other two reports were entitled: "Efforts to eradicate violence against women within the family and society" (E/CN.6/1988/6) and "Full participation of women in the construction of their countries and in creation of just social and political system". (E/CN.6/1989/7) The Division for the Advancement of Women also prepared reports for the Commission in 1988 and 1989 on specific political problems confronting women on new developments concerning the situation of women under apartheid in South Africa and Namibia, and measures of assistance to women from South Africa and Namibia who have become refugees as a result of the practice of apartheid (E/CN.6/1988/4); and on the Situation of Palestinian Women living within and outside the occupied Arab territories. (E/CN.6/1988/8) Those reports were received by the Commission at its thirty-second session in 1988. In addition, the Division prepared policy reports on monitoring the implementation of the Forward-looking Strategies regarding women and children under apartheid in South Africa and Namibia (E/CN.6/1989/3) and the Situation of Palestinian women and children inside and outside the occupied Palestinian territories. (E/CN.6/1989/4)

97. Other organizations of the United Nations system undertook activities in 1988-1989 regarding women and peace. UNRWA continued its education and vocational training activities for Palestinian women. The Centre against Apartheid of the United Nations Secretariat serviced the work of the Special Committee against Apartheid and the Task Force on Women and Children under Apartheid. It promoted recognition of the International Day of Solidarity with the Struggle of Women of South Africa and Namibia. WFP carried out numerous projects to aid women displaced by armed conflicts. UNHCR devoted an edition of its magazine Refugees (No. 56, September 1988) to the topic of women refugees and UNRWA produced information materials on its activities related to Palestinian women. ILO has held workshops and published studies on the plight of women victims of apartheid. That matter has been taken up on a regular basis through the annual Special Report of the Director-General of ILO on the Application of the Declaration concerning the Policy of Apartheid in South Africa.

98. UNESCO sponsored several activities related to women and peace, including the completion of four studies on the effects of war on the role and situation

of women in Europe and Canada, and several studies on the effects on the situation of women of recurrent drought in certain regions. UNESCO also convened in 1989 a meeting of experts from the European region to examine the ways in which women may exert a more effective influence on the action of public authorities and decision-making processes, and to formulate suggestions and recommendations on that subject. It also contracted studies on women in political and public life in Asia, and co-published a series of studies on the participation of women in decision-making at the local level in various types of community in Africa and in the Arab States. Other UNESCO activities concerned the eradication of violence against women within the family and society, including studies on the socio-cultural causes of prostitution.

C. Technical co-operation, training and advisory services

99. The Division for the Advancement of Women served as the focal point to prepare a JUNIC/NGO educational training kit on Women and Peace: Equality, Participation and Development, noted previously.

100. The Department of Technical Co-operation for Development of the United Nations Secretariat provided educational assistance to South African and Namibian women in several locations all over the world through the United Nations Educational and Training Programme for Southern Africa. In addition to that direct assistance, it is the policy of the Department not to purchase products of South African origin, nor to award contracts or provide facilities to corporations collaborating with South Africa.

101. ILO held workshops to provide forum for South African and Namibian women to plan a general programme approach to the problems faced by them and possible means of addressing those problems with ILO assistance. Close communication and co-operation was established by ILO with the ANC Women's Section, the PAC Women's Department, the SWAPO Women's Council, and through them, representatives of women's organizations inside South Africa and Namibia.

102. UNESCO, as part of its 1988-1989 activities in support of the struggle of women against apartheid, held training seminars for Namibian women in priority fields concerned with education, science, culture and information. UNESCO also sponsored a training workshop for cadres from national liberation movements recognized by the Organization of African Unity, particularly women, on the use of the social and human sciences in analysing the social and economic problems facing women in rural areas in South Africa and Namibia.

Notes

1/ Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, 15-26 July 1985 (United Nations publication, Sales No. E.85.IV.10).

2/ 1989 World Survey on the Role of Women in Development (United Nations publication, Sales No. E.89.IV.2).

3/ Compendium of Statistics and Indicators on the Situation of Women, 1986 (United Nations publication, Sales No. E/F.88.XVII.6).

4/ Statistics and Indicators on Women in Africa, 1986 (United Nations publication, Sales No. E/F.89.XVII.11).

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REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF THE NAIROBI FORWARD-LOOKING STRATEGIES FOR THE ADVANCEMENT OF WOMEN

Women and children in Namibia

Report by the Secretary-General

SUMMARY

Pursuant to Economic and Social Council resolution 1989/31 of 24 May 1989, the present report describes the situation of women and children in Namibia based on the information available. It covers the areas of education, health, economy and employment and women's participation in political affairs for the period 1985-1989. Statistical data is also presented. Recommendations for national and international action are made based on the information contained in the report and gathered during missions to Namibia in 1989.

*E/CN.6/1990/1.

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INTRODUCTION

1. In its resolution 1989/31 of 24 May 1989, the Economic and Social Council requested the Secretary-General to submit to the Commission on the Status of Women at its thirty-fourth session a comprehensive report on women and children in Namibia in the context of the implementation and monitoring of the Nairobi Forward-looking Strategies for the Advancement of Women. 1/

2. Pursuant to this resolution, the present report has been prepared by the Division for the Advancement of Women, Centre for Social Development and Humanitarian Affairs of the United Nations Office at Vienna. Recommendations for national and international action are presented, based on the information contained in the report and also from selected missions that have been undertaken in Namibia during 1989.

3. Programmes relating to women and children in Namibia have assumed a particular and critical urgency at the present time as the territory stands on the threshold of its independence. The efforts of the international community and the United Nations system in particular must reinforce those that will doubtless be made by the new Government of independent Namibia.

4. In accordance with the Forward-looking Strategies and subsequent resolutions of the Economic and Social Council, reports on the situation of women and children in Namibia (E/CN.6/1988/2 and E/CN.6/1989/3) were presented for the consideration of the Commission at its thirty-second and thirty-third sessions.

5. In accordance with Security Council resolution 629 (1989) of 16 January 1989, the United Nations Transition Assistance Group (UNTAG) began its operations in Namibia on 1 April 1989 and supervised the registration of voters in preparation for free and fair elections of the first Government of Namibia. Democratic elections were held in Namibia in November 1989 under the supervision of the United Nations and independence is planned for April 1990.

6. At the international level, a mission of the Support Group of Eminent Women was undertaken from 19 to 29 November 1989 to assess the needs of South African and Namibian refugee women and children. A number of specific recommendations were made in the report of the mission, extracts of which are contained in an annex to the present report.

CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

7. The situation of women in Namibia has been poorly documented. Statistical data are often misleading, inaccurate or are not disaggregated by gender. Despite this, it is possible to conclude that the situation of women as described in the present report reflects the way in which Namibia has been ruled by South Africa. A major problem has been that women, because of the war, the system of migrant labour or the death of their menfolk, have often had to bear sole responsibility for their families. They have succeeded in that duty only by holding several jobs which, because of their lack of education, have been semi-skilled or unskilled and poorly paid.

8. Very few women have completed tertiary education levels or hold responsible or decision-making posts. Although health-care services exist, they are inadequate (particularly in the rural areas where the majority of the female black population live), unevenly distributed and insufficiently supplied. There is a significant lack of health education.

9. The incidence of women in policy planning and decision-making is very low and, consequently, little emphasis is placed on women's issues in the political process.

B. Recommendations

10. At the national level, the following recommendations could be considered by the new Government of Namibia and other national organizations:

(a) Legal provisions. The new Government of Namibia should be encouraged to consider accession to the Convention on the Elimination of All Forms of Discrimination against Women (General Assembly resolution 34/180, annex);

(b) Data collection. Methods of collecting statistics should be improved to record accurately the situation of women in all spheres so that policies and plans can be developed to benefit women. Data, especially economic indicators, should be disaggregated by gender to enable the contribution of women to be assessed accurately;

(c) Education. All barriers to equal opportunities in education based on ethnic groups should be removed. Specific measures are required to enable women to improve their literacy. A more equitable distribution of funding should be introduced. The standard of education for the black population should be improved and the curricula reoriented to enable black Namibians, and women in particular, to train for and obtain better employment;

(d) Employment. Conditions of employment should be improved and equal opportunities given to women. The International Labour Organisation (ILO) should be encouraged to study ways of improving the situation and conditions of women in employment, paying particular attention to the problems faced by returnees, a large proportion of whom were women;

(e) Health. A universal system of administration should be introduced so that health-care facilities are not organized on an ethnic basis. Primary health care, particularly in rural areas, should be improved and special attention paid to health care for women and children. The administration should be decentralized and funding redistributed. Health education and

preventive medicine should be freely available. In view of the large number of female-headed households, the increase in teenage pregnancies and the necessity for women to work long hours in order to support their families, child-care facilities and other support systems should be widely available. Particular attention should be paid to the increasing incidence of the acquired immunodeficiency syndrome (AIDS) and experience should be drawn from other countries, particularly in Africa, with regard to the epidemiology of, and reaction to, the disease. Thought should be given to the support services that will be necessary for the destitute dependants of AIDS victims;

(f) Politics. The contribution by women to the liberation struggle should be faithfully recorded and given due recognition. Consideration should be given to preparing a history of women's participation in the struggle. Specialized training programmes should be given to encourage women to enter politics. Education in, and access to, politics should be improved to enable women to participate more readily and fully in political parties. Special efforts should be made to put women in planning and decision-making posts in all areas. While women's affairs and the participation of women should not be marginalized, national machinery for the advancement of women should be set up, making use of existing organizations wherever possible. Measures should be taken to ensure the participation of women in the construction of the new country.

11. The bodies and specialized agencies of the United Nations and the international community could consider taking the following steps:

(a) To provide advisory services in policy design and the implementation of programmes and policies directly related to the advancement of women;

(b) To design, fund and implement projects in which both men and women are included, based on an analysis of their needs and contributions. Women should specifically be involved as participants and beneficiaries;

(c) To provide technical assistance in designing, setting up and training national machinery for women;

(d) To consider, on a long-term basis, forms of co-operation and collaboration in collecting and disseminating information on women's issues, particularly at the international level;

(e) To make a special effort to involve governmental and non-governmental organizations of the new Government of Namibia in regional and interregional activities for the advancement of women.

I. ECONOMIC AND SOCIAL SITUATION OF WOMEN IN NAMIBIA

12. The population of Namibia in 1989 was estimated to be 1.7 million, of whom slightly under half were women. By September 1989, an estimated 400,000 returnees had entered the country. Statistics for 1985 showed that 43.8 per cent of the female population was under 15 years of age; 41.4 per cent was aged between 15 and 44; 9.4 per cent was aged between 45 and 59; and 5.5 per cent was over 60 years of age. 2/

13. Information on the situation of women in Namibia has, until recently, been difficult to obtain, and therefore the data in this report are based largely on published information. Although some statistical series are available, a recent mission carried out on behalf of the Department of Technical Co-operation for Development and the Statistical Office of the United Nations Secretariat concluded that previous censuses in Namibia were not necessarily valid. In the 1970 census, the black population had been less accurately and completely enumerated than was the case in the 1981 census and this was particularly true for women. The errors in reporting were those typical of a population that lacked formal education. Errors and under-reporting were discerned again in the census of 1981, of which only a limited amount of material was published. The next census is scheduled to take place in May 1990 and efforts should be made to ensure that data on women are recorded in order to establish their true social, economic and political status. Most of the statistical material used in this report was collected from the Department of Economic Affairs in Namibia by staff of the Department of Technical Co-operation for Development and the Statistical Office.

A. Education

14. Pursuant to Security Council resolution 629 (1989), a United Nations Educational, Scientific and Cultural Organization (UNESCO)/United Nations Development Programme (UNDP) mission was undertaken in Namibia from 21 July to 7 September 1989. Data was collected on the state of education and training so as to identify problem areas and facilitate the formulation of initial policy decisions and the mobilization of resources that would be required after independence.

15. With regard to non-formal education programmes and the particular needs of girls and women, the mission noted that many women in the country were in an inferior position. Discrimination against women was reported as common. As a result of the war and the migrant labour system, women frequently existed on their own by subsistence agriculture or in the informal economy, either in the "homelands" or in the townships. The mission noted that while this situation had given rise to some striking examples of female entrepreneurship and resilience, it often entailed extreme poverty and deprivation. A small number of projects for women to promote income-generation, skills training, literacy and health education had been started, but were limited by the potential demand for them and needed reinforcing. Despite efforts made by organizations such as the Council of Churches of Namibia, a lack of resources had prevented any significant progress being made.

16. The mission noted that recent evidence related to the enrolment of girls in schools suggested that they had reasonable access to education opportunities in the formal school system. In 1988, more girls were enrolled in primary and secondary schools than boys. At the University of Namibia, male students outnumbered females by a ratio of 3 to 2. In non-formal education, few programmes had been developed that took into consideration the particular needs of women. Day-care centres had been started, both inside and outside the country, which

would need to be expanded and systematized after independence to improve the lives of many women and children.

17. The mission made the following conclusions and recommendations:

> "Since non-formal education is a comparatively new form of educational service in Namibia and ideas regarding it are still imprecise meetings to consider the approach to be adopted would be advisable once independence had been gained. Participants at such meetings should include representatives from the private sector, from non-governmental organizations, international and bilateral agencies as well as those working in the field of education along with individuals with experience of non-formal approaches in the field of health, agriculture, community development, women's affairs, the mass media and other relevant sectors.
>
> "At independence, the development of a more comprehensive adult literacy programme should be a priority. Agricultural training should be strengthened since so many women are engaged in farming at subsistence level, health education, income generating and day-care programmes should be expanded. A survey to determine non-formal learning needs for adults by geographic region should be undertaken. Co-ordinating bodies for both non-formal education and women's affairs should be established to minimize duplication and promote a rational use of resources. Consideration should be given to the use of the radio for non-formal education and nation-building purposes." 3/

18. The period of occupation of Namibia by the South African régime continued a long-standing practice in South Africa of discrimination against blacks and their segregation in education. The education provided for black Namibians has been inferior to that of the white population, as measured in terms of standard and the amount of resources allocated. Basic education in Namibia has been compulsory for whites but not for blacks and in 1986/87, the funds allocated for the education of a white child were over three times higher than they were for a black child. Inadequate provisions for the education of black Namibians has led to serious classroom shortages, overcrowding, inadequately trained teachers, high drop-out rates, low levels of educational attainment and high illiteracy rates. Few blacks have completed secondary education and consequently few have entered the tertiary level. 4/

19. While general statistical information on educational attainment has not been published since the 1970 census (which did not distinguish by sex), high levels of illiteracy and the lack of education in the black female population were recorded in the Southern African Demographic and Health Survey conducted by the Human Sciences Research Council of Pretoria between June 1987 and April 1989. The survey took a sampling of 2,300 households in 10 regions, excluding Owambo and the white population. In that sample, 48 per cent of the women had had no schooling or had completed only some grades up to standard 3; 43 per cent had completed standards 4-7; only 9 per cent had had higher secondary education; and 48 per cent could not read or could read only with difficulty. It was considered that the results would have been worse if Owambo had been included. 5/ The figure below shows the location of regions and towns mentioned in the present report.

Namibia and neighbouring States, showing regions and towns*

Source: Based on Vincent A. Orinda, Programming Support for Strengthening Primary Health Care/Mother-Child Health Services (PHC/MCH) during and after the Transition to Independence in Namibia (Windhoek, Namibia, United Nations Children's Fund, 1989), figure 1.

*The designations employed and the presentation of material on this map do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitations of its frontiers or boundaries.

20. The current enrolment of girls matches those of boys for all of the major areas and ethnic groups, as can be seen from table 1. Moreover, in terms of level of education, this equality of access for girls currently in the school system persists throughout the secondary level, as can be seen from table 2, which shows levels of educational attainment for the years 1985-1988, comparing boys and girls in 1988.

Table 1. Girls' enrolment in formal education, 1988
(As a percentage of total enrolment)

Administration	Total	Girls	Girls (%)
Whites	17 224	8 269	48.0
Caprivians	20 935	10 227	48.9
Damaras	9 921	5 008	50.5
Hereros	16 595	8 194	49.4
Kavangos	34 563	16 971	49.1
Coloureds	15 946	8 108	50.8
Namas	11 877	6 211	52.3
Tswanas	1 068	523	49.0
Owambos	193 219	104 596	54.1
DNE a/	42 921	21 995	51.2
Rehoboth	10 000	5 009	50.1
Total	374 269	195 111	52.1

Source: Statistics Office, Department of Economic Affairs.

a/ DNE: Department of National Education.

21. The accuracy of some figures on educational attainment is questionable. For example, in the Southern African Demographic and Health Survey, 9.1 per cent of the women were reported as having completed standards 8-10 while according to the Statistics of Schools 1984-1987, prepared by the Directorate of Development Co-ordination, the number of women attending standards 8-10 in 1987 was just above 5 per cent of all students. 6/ Such inconsistencies are probably attributable to the methods of collecting the data.

B. Health

22. Statistics provided to the Statistical Office showed that, as in most African countries, the life expectancy of Namibian women at birth had increased (from 44.8 years in 1970 to 49.9 years in 1985). Data on infant mortality rates, however, varied and were not considered sufficiently reliable to include in the present report.

23. The Southern African Demographic and Health Survey contained evidence to suggest that the sample surveyed was biased in favour of a more educated, urban-oriented sector of the population. 6/ The survey estimated a total

Table 2. Number of pupils by year and standard

Category of establishment	Standard	1988 Total	1988 Boys	1988 Girls	1988 Ratio of females to males	1987	1986	1985
Total		374 242	179 141	195 101	1.09	364 371	349 968	335 567
Ordinary schools	Project year	561	265	296	1.12	0	0	0
	Pre-primary	4 727	2 347	2 380	1.01	3 224	4 568	4 213
	Junior primary	165 527	83 639	81 888	0.98	165 435	162 783	163 381
	Senior primary	121 309	56 248	65 061	1.16	112 576	106 363	98 884
	Junior secondary	60 764	26 530	34 234	1.29	62 239	56 691	51 874
	Senior secondary	20 026	9 179	10 847	1.18	19 733	18 416	16 026
	Post Standard 10	62	40	22	0.55	46	59	41
	Special classes	327	207	120	0.58	309	346	336
	Auxiliary classes	128	76	52	0.68	140	113	164
Specialized education		280	151	129	0.85	263	256	261
Technical institutes	First year	115	115	0	0.00	60	41	53
	Second year	150	150	0	0.00	83	71	70
	Third year	47	47	0	0.00	45	39	43
	Fourth year	0	0	0		5	3	0
Special schools	Year level 1	13	0	13		12	7	11
	Year level 2	39	22	17	0.77	35	38	29
	Year level 3	65	43	22	0.51	65	63	67
	Year level 4	40	30	10	0.33	40	33	20
	Year level 5	62	52	10	0.19	61	50	22

Source: Data compiled from the United Nations, Department of Technical Co-operation for Development and the Statistical Office, "Statistical annex, major available statistics for Namibia (November 1989), chap. 3, table 14.

fertility rate of 6 or more children for the black population.* The number of women using contraceptives was estimated to be 41 per cent of those of child-bearing age, but that estimate excluded those not married or cohabiting, those currently pregnant and those with reported fecundity impairment. 7/ It also showed that 44 per cent of the women (25 years and older) had had their first pregnancy before the age of 20 and that 81.7 per cent of the female teenagers interviewed had already given birth. 8/

24. There is some evidence that the increase in teenage pregnancies could reflect the increase in the transmission of the human immunodeficiency virus (HIV) owing to men choosing younger women in order to avoid the possibility of infection. Although no data are available on the incidence of AIDS in Namibia, it can be assumed that the patterns observed in neighbouring African countries will also be found. In view of the large numbers of returnees who have been diagnosed as suffering from malaria, measles, diarrhoeal and respiratory infections and sexually transmitted diseases, health services will have to be established and improved in the areas most affected, for example, Owambo. This was one of the conclusions contained in the report of the mission of the Support Group of Eminent Women.

25. The Representative Authorities Proclamation of 1980 resulted in a two-tier system of administration based on ethnic groups, which led to the fragmentation of the provision of basic services under 11 different administrations. Three parallel systems were developed as follows:

(a) The National Health and Welfare came under the central administration and was responsible for health services in all regions except the predominantly non-white northern regions of Caprivi, Damaraland, Kavango and Owambo;

(b) Separate regional administrations were created for the ethnic groups living in Caprivi, Kavango and Owambo;

(c) Parallel services were organized by churches, predominantly Lutheran and Catholic missions, which received subsidies from the central administration.

26. In addition, there were a few doctors in private practice. Patients usually paid a fee for the services provided, part of which were supported by medical insurance schemes.

27. The three parallel systems of health care have created a complex situation that has resulted in the provision of fragmented health services. The focus has largely been on curative services with little or no attention paid to preventive and promotive health services. 9/

C. Economy and employment

28. Potentially one of the most productive in Africa, the economy of Namibia has concentrated on mining, agriculture and fishing. Subjected to control and exploitation by South Africa, the economy has seen no real growth in the last decade and, additionally, a large external debt has been incurred. The Director-General of ILO stated in his report that:

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*The total fertility rate is defined as the average total number of children that a woman could bear over the course of her child-bearing years, if her fertility experience was the same as that of all women currently.

"the war, foreign economic control and exploitation, the absence of broadly based investment and the application of apartheid policies have influenced the economy to the extent that it has failed to generate the features of the employment sector to which a modern society is entitled, such as sound education, industrial training, fair employment conditions, job advancement and an acceptable standard of life." 10/

29. Most Namibians live in the rural areas and derive their livelihood from agriculture. Namibian agriculture has been structured in favour of the minority whites, who have dominated the commercial sector (focused mainly on beef and caracul), farming most of the usable land appropriated from the black population. Blacks, and particularly women, have had to obtain their livelihood from subsistence agriculture and the underdeveloped small-scale sector. Small-scale farmers have been subjected to discriminatory contract labour laws, inequitable land-ownership patterns and limited or no access to agricultural support services. 11/ Reportedly, 43.5 per cent of the total economically active population, of which 28 per cent were women, worked in the agricultural sector in 1980. 12/ It is probable, however, that the low figures reflect inadequate methods of recording rather than the real participation of women in this sector. The fact that women's participation in agriculture is underreported is suggested by the figures for the neighbouring countries of Angola and Botswana, where the percentage of women among those economically active in agriculture in 1980 was 49 per cent and 46 per cent, respectively. 12/

30. In general, women are estimated, in official figures, to be less economically active in Namibia than they are in other African countries, as can be seen from table 3. Again, the low figure (24.7 per cent) given for the female population that were economically active in 1985 probably reflects inadequate recording methods.

Table 3. Economically active population by sex and age group

Country	Age group	Number (Thousands) F	Number (Thousands) M	Percentage a/ F	Percentage a/ M	Percentage b/ F	Percentage c/ F	Percentage c/ M
Namibia								
1970	15-19	16	34	30.8	65.4	32.0	21.6	13.2
	20-24	16	41	36.0	93.4	28.1	21.6	16.0
	25-44	27	117	21.6	98.6	18.8	36.5	45.5
	45-59	10	46	19.4	95.8	17.9	13.5	17.9
	60+	5	19	16.8	75.1	20.8	6.8	7.4
1985								
	15-19	20	41	25.3	51.4	32.8	18.3	11.6
	20-24	28	59	41.8	88.1	32.2	25.7	16.7
	25-44	41	168	23.1	97.7	19.6	37.6	47.6
	45-59	15	64	20.3	93.8	19.0	13.8	18.1
	60+	5	21	11.5	57.5	19.2	4.6	5.9

continued

Table 3 (continued)

Country	Age group	Number (Thousands) F	Number (Thousands) M	Percentage a/ F	Percentage a/ M	Percentage b/ F	Percentage c/ F	Percentage c/ M
				Totals				
Namibia								
1970	-	74	257	24.4	89.3	22.4	100.0	100.0
1985	-	109	353	24.7	83.4	23.6	100.0	100.0
Angola								
1970	-	971	1 395	59.1	89.8	41.0	100.0	100.0
1985	-	1 348	2 069	54.1	87.7	39.4	100.0	100.0
Botswana								
1970	-	98	115	55.4	90.7	46.0	100.0	100.0
1985	-	135	221	44.4	84.7	37.9	100.0	100.0
Malawi								
1970	-	857	1 062	67.9	92.5	44.7	100.0	100.0
1985	-	1 163	1 607	59.6	89.3	42.0	100.0	100.0
Mozambique								
1970	-	2 143	2 120	88.6	93.4	50.3	100.0	100.0
1985	-	3 377	3 549	83.2	91.5	48.8	100.0	100.0
Swaziland								
1970	-	77	104	63.1	90.5	42.5	100.0	100.0
1985	-	99	151	54.8	87.9	39.6	100.0	100.0
Zaire								
1970	-	3 308	4 545	57.7	88.7	42.1	100.0	100.0
1985	-	3 912	6 846	46.3	86.1	36.4	100.0	100.0

Source: Statistics and Indicators on Women in Africa, 1986 (United Nations publication, Sales No. E/F.89.XVII.11), table 8, pp. 64-75.

a/ Percentage of females/males in each age group who are economically active.

b/ Percentage of females in the economically active population of each age group.

c/ Percentage of the economically active population (females/males) in each age group.

31. Unemployment has grown significantly over the past 10 years, and was officially estimated at 10 per cent in 1988, although a figure of 20 per cent was considered more realistic. By the year 2000, the annual increase is expected to be 16,000. Skill shortages exist owing to the failure to have provided adequate education and training to non-whites. As a result of the recruitment of professional and skilled whites from South Africa and the existing barriers for blacks with regard to skilled jobs, national systems of

apprenticeship, technical or vocational training have not been developed. For most blacks in Namibia, training has been of an inductive nature for semi-skilled or unskilled employment; for women, such employment has usually been in the service sector such as nursing or domestic service. The structure of the labour force has been one in which whites occupy higher-graded jobs and non-whites lesser-skilled and unskilled ones. The four categories employing the highest proportion of the work-force in 1988 are shown in table 4.

Table 4. Employment by main sector, 1988

Sectors	Numbers employed	Percentage of total labour force
General Government	38 098	20.6
Community, social and personal services	35 589	19.3
Agriculture and fishing	36 071	19.5
Trade, catering and accommodation	29 394	15.9

Source: United Nations, Department of Technical Co-operation for Development and the Statistical Office, "Statistical annex: major available statistics for Namibia" (November 1989), chap. 2, table 1.

32. In table 5, the official figures of employed persons by type of occupation by sex, which are available only for 1988 however, show that women are well represented in several key occupations, including administrative, professional and other services, and trade and commerce. The figures for the service sector, however, reflect the number of women in domestic service, primarily in white homes.

Table 5. Percentage of employees in different occupational categories, 1988 (Expressed as a proportion of the total labour force and then subdivided into female and male participation)*

Occupational category	Total	Female	Male
Professional, technical and related workers	12.42 [22 955]	53.26 [12 226]	46.74 [10 729]
Administrators and managers	1.14 [2 102]	10.75 [226]	89.25 [1 876]

continued

Table 5 (continued)

Occupational category	Total	Female	Male
Administrative, clerical and related workers	9 [16 623]	61.41 [10 209]	38.59 [6 414]
Sales workers	5.44 [10 049]	42.85 [4 306]	57.15 [5 743]
Service workers	20.12 [37 186]	75.16 [27 949]	24.84 [9 237]
Workers in farming, forestry, fishing and hunting	20.77 [38 388]	4.91 [1 885]	95.09 [36 503]
Production and construction workers	10.07 [18 604]	4.52 [840]	95.48 [17 764]
Stationary engine, material handling and transport equipment operators	4.61 [8 531]	8.65 [738]	91.35 [7 793]
General labourers	16.43 [30 355]	6.94 [2 107]	93.06 [28 249]
Total	100 [184 793]	[60 486]	[124 307]

Source: United Nations, Department of Technical Co-operation for Development and the Statistical Office, "Statistical annex: major available statistics for Namibia" (November 1989), chap. 2, table 2.

*Showing number of employees in square brackets.

33. The report of the Director-General of ILO stated that black wages generally had been at rates below recognized subsistence levels, which had led to widespread poverty exacerbated by inflation and in particular by escalating food prices. 13/

34. The report stated, further, that in urban areas more than half of the black women were employed as domestic servants in white households for up to 60 hours a week. Owing to their limited education, lack of skills and other restrictions, women were employed mainly in domestic service where they were not covered by labour legislation. The conditions of employment did not allow for holidays, sickness, maternity leave or pensions and no contractual security existed. 14/

35. The Director-General of ILO stated that, with an increasing number of black women acquiring education in Namibia, other employment avenues had opened up for them in the manufacturing sector and in other service areas, although mainly in low-paid unskilled positions. Increasing numbers of black Namibian

women were employed as messengers, shop and office cleaners, laundry workers, hairdressers, kitchen hands, clerks and retail workers but their prospects usually depended on the unavailability of white, Coloured or Indian applicants. A substantial number of educated women were engaged in the teaching and nursing professions, where they formed the lower ranks and, in the teaching profession, they enjoyed more modest fringe benefits than their male counterparts did. Only a few of the teachers classified as permanent teaching staff were women. There had been a tendency to bring South African nurses from the "homelands" to be employed at the sister and matron levels in hospitals for the black population. In the manufacturing sector, black women were increasingly being absorbed in specific industries, especially the garment and food-processing industries, where they were gradually replacing the Coloured workers. A substantial number of black women were employed in the packaging, freezing and processing factories of the fishing industry and also in the meat-processing industries. In some areas it was reported that women were replacing men, implying employers' preference for cheaper female labour. 15/

36. Furthermore, according to the Director-General of ILO, black women's jobs in the manufacturing sector were menial, unskilled or semi-skilled and poorly paid. Little job security existed as the occupants could be easily replaced from the ranks of the many unemployed women. Many women workers in this sector were machine operators. In spite of the general official acceptance of the principle of equal pay for work of equal value, in several industries black women earned only three quarters of the wages stipulated in wage determination agreements. Lack of legal protection had led to limited promotion opportunities, sexual harassment at the work place and redundancy. Women employees were further constrained by grossly inadequate child-care services and the lack of maternity rights and leave. More women were actively participating in the trade unions 16/ and some had even reached positions of leadership.

37. In employment, women represent the majority of those unemployed. The migratory labour system under the apartheid laws has forced large numbers of black women to the rural areas and impoverished "homelands". Up to 60 to 70 per cent of black households are headed by women with full or principal responsibility for the support of dependants. Table 6 shows the percentage of extended households headed by females in selected urban areas, between 1981 and 1986.

Table 6. Percentage of extended households headed by females in selected urban areas

Urban area	Date	Percentage
Aranos	February 1986	38
Tsumeb	October 1985	57
Lüderitz	November 1985	48
Lüderitz	November 1985	24
Lüderitz	November 1985	35
Otjiwarongo	August 1984	56
Otjiwarongo	August 1984	44

continued

Table 6 (continued)

Urban area	Date	Percentage
Windhoek	1981	20
Windhoek	1981	40

Source: United Nations, Department of Technical Co-operation for Development and the Statistical Office, "Statistical annex: major available statistics for Namibia" (November 1989), chap. 10, table 8.

38. Women in the "homelands" have limited opportunities for income generation and depend for survival on irregular and grossly inadequate remittances from their migrant husbands and other male relatives. 17/ Most of the women in cities are single parents of several children (by different fathers) for whom they have total responsibility. Many of these women are unemployed or earn minimum wages below the subsistence level. Table 7 shows the differentials between the average incomes in households headed by females and males.

Table 7. Differentials between average incomes in households headed by females and males

Urban area	Date	Average household income in rand per month	
		Households headed by females	Households headed by males
Aranos	February 1986	37.00	69.00
Keetmanshoop	September 1985	140.00	318.00
Stampriet	February 1986	219.00	144.00
Maltahohe	November 1985	101.00	268.00
Aus	November 1985	128.00	238.00
Gobabis	May 1986	314.00	412.00
Lüderitz	November 1985	75.00	167.00
Lüderitz	November 1985	120.00	315.00
Lüderitz	November 1985	92.00	160.00

Source: United Nations, Department of Technical Co-operation for Development and the Statistical Office, "Statistical annex: major available statistics for Namibia" (November 1989), chap. 10, table 6.

II. PARTICIPATION OF WOMEN IN POLITICAL AFFAIRS

39. Prior to the elections in November 1989, the South African Government dealt with Namibia as one of its provinces and many women were among those exiled. Namibian women who stayed and joined the liberation parties experienced many obstacles to their advancement. Even within the parties that

existed, the role of women was not clearly defined and few reached leadership or decision-making positions.

40. Women have participated in the fight for independence in Namibia since the beginning of the century, but their efforts have gone unrecorded. As a prominent activist for women's rights has stated, black women in Namibia have had no role models of women in decision-making positions. 18/ Women have never been made aware of their own potential and, therefore, need the opportunity of learning to execute political tasks. There has been a tendency in liberation struggles for the crucial contribution of women to be undervalued and, after independence has been achieved, women have typically been expected to return to the home, as noted in a recent report of the Secretary-General on the full participation of women in the construction of their countries and in the creation of just social and political systems. (E/CN.6/1989/7, para. 38)

41. In the elections held in November 1989, 97 per cent of the 700,000 persons who registered voted. Although registrants were not recorded by sex, it can be inferred that approximately 50 per cent of those who registered and those who voted were women, since over 90 per cent of those who were eligible registered and no sex differences were noted.

42. In the recent elections, of the 72 seats in the Constituent Assembly, only five (7 per cent) are held by women. The 57.3 per cent vote received by SWAPO entitled that party to 41 seats in the Assembly, four (9.7 per cent) of which are held by women. 19/ No information has been tabulated yet, however, on the number of women candidates from the various parties who stood for election.

43. According to a report published by a non-profit making organization in Namibia, the proportion of women in leadership and decision-making positions in Namibia is apparently very low, as can be seen from table 8.

Table 8. Women in leadership positions in political parties, 1989

Party	Number of women	Position
The Workers Revolutionary Party, affiliated to the United Democratic Front (UDF)	3	Leader of the Workers Revolutionary Party; Political Commissar; Secretary for Political Education
The Democratic Turnhalle Alliance (DTA)	2	Election Co-ordinator of the Windhoek region; Representative for "Bushmen" women
South West African People's Organization (SWAPO)	2	Member of the Central Committee of SWAPO/Deputy Minister of Health; Secretary of SWAPO Women's Council
	4	Members of the Central Committee
National Patriotic Front (NPF)	1	Member of the executive

continued

Table 8 (continued)

Party	Number of women	Position
Namibian National Front (NNF)	4	Secretary for Foreign Affairs/ Vice-President of the South West African National Union (SWANU); Secretary-General of NNF and the Namibian Independence Party; Deputy National Organizer of NNF; National Deputy Treasurer

Source: Sister (Namibia), No. 12.

44. The policies of the political parties in Namibia have not been clear on women's issues and there are few provisions to accommodate women's needs in the major plans concerning literacy, health and agriculture.

45. It is not clear how women's concerns will be dealt with by the Constituent Assembly, but there is some evidence that women political leaders intend to press for equality provisions in the Constitution. One of the women elected to the Constituent Assembly from SWAPO stated to a rally of women prior to the election that one priority would be to ratify the Convention on the Elimination of All Forms of Discrimination against Women. 20/

Notes

1/ Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, 15-26 July 1985 (United Nations publication, Sales No. E.85.IV.10), chap. I, sect A.

2/ Statistics and Indicators on Women in Africa, 1986 (United Nations publication, Sales No. E/F.89.XVII.11), table 1, pp. 20-21.

3/ Report on the UNESCO/UNDP survey mission, 21 July to 7 September 1989.

4/ Seventh African Regional Conference, Harare, November-December 1988: Report of the Director-General (Geneva, International Labour Office, 1988), Part I, p. 20.

5/ Vincent A. Orinda, Programming Support for Strengthening Primary Health Care/Mother-Child Health Services (PHC/MCH) during and after the Transition to Independence in Namibia (Windhoek, Namibia, United Nations Children's Fund, 1989).

6/ United Nations, Department of Technical Co-operation for Development/Statistical Office, "Report on mission to Windhoek, Namibia, 13 October-3 November 1989", p. 12.

7/ Ibid., p. 11.

8/ Orinda, op. cit., p. 9.

9/ Ibid., pp. 2-3.

10/ Seventh African Regional Conference ..., Part I, p. 22.

11/ United Nations Institute for Namibia, Namibia Perspectives for National Reconstruction and Development (London, Hutchinson Education, 1985), p. 21.

12/ Statistics and Indicators ..., table 9.

13/ Seventh African Regional Conference ..., Part I, p. 20.

14/ Ibid., Part II, p. 47.

15/ Ibid., pp. 48-49.

16/ Ibid., pp. 49-50.

17/ Ibid., p. 46.

18/ Sister (Namibia), No. 12.

19/ Secretariat News, November 1989, pp. 3-4.

20/ The Namibian, 27 November 1989.

Annex

EXCERPTS FROM THE REPORT OF THE MISSION OF THE SUPPORT GROUP OF EMINENT WOMEN WITH REGARD TO NAMIBIA

"South African occupation has been disastrous for Namibians and their economy. War has displaced black and white economic activity in the northern half of the country, and has eroded the productive asset base. There has been massive capital flight, and over a fifth of white ranches have been abandoned. According to the Economic Commission for Africa, the military and security costs of occupation in Namibia have exceeded Pretoria's "subsidy" payments by between R1 billion and R2 billion ($420 million to $841 million) over 1980-88. It is hard to quantify the real human investment losses which will in the future create severe difficulties in employment, income and access to services to black Namibians and slow the growth of their nation. The Economic Commission for Africa estimates that with two-thirds of black Namibians living below the absolute poverty line, the combination of increasing impoverishment and deteriorating health services have caused at least 20,000 "excess" deaths among children over five and adults during 1980-88.

Namibia has been subjected to a system which has practised racial discrimination, and therefore, violated basic human rights for decades. In a society which practices apartheid, women and children are the group most susceptible to exploitation and deprivation of human rights. Of the 42,000 Namibians repatriated by the Office of the High Commissioner for Refugees (HCR) between June and September 1989 approximately 24,800 are women and children. The women and children repatriated constitute a vulnerable group as opportunities are severely limited for their education, employment and health services. If women do find jobs, generally as domestic workers, their salaries are likely to be extremely low. In addition, domestic workers do not receive benefits which may accrue to workers in other sectors.

Demands placed on women go beyond normal everyday chores and child care with the added pressure of earning an income. Clearly this exacerbates their situation insofar as normal family commitments, and also, as far as providing adequate food for themselves and their children. This circumstance leads to a potential reduction in health standards for both mother and child. A significant number of women in Namibia are either single unmarried mothers or wives who are separated from their husbands. In both the health and education sectors the effects of apartheid are salient.

Among the black population, diseases prevail which are practically non-existent among the white community. Malaria, measles, diarrheal diseases and respiratory infections are rampant. With the influx of returnees, health facilities, in the northern part in particular, are facing even greater pressure, yet investment which was already insufficient is declining as South Africa is currently withdrawing its financial support from Namibia."

A. Conclusions

"Many of the Namibian returnees are female heads of household supporting several dependents. During their period of exile and through their participation in the liberation struggle they have acquired skills and a level of self-sufficiency and leadership which should be integrated in future development programmes.

Traditional health sector assistance and development programmes have tended to focus on the mother-child target group. Yet statistical evidence demonstrates that a high percentage of teenagers have already given birth. The teenage pregnancy problem is being exacerbated by the fact that men are increasingly seeking younger girls in order to reduce the possibility of HIV infection.

Effective health and social assistance programmes have been established by the national liberation movements of southern Africa in countries of exile. These programmes, which could become a model for similar ones in Namibia, should continue to receive support.

Considering that women are a vital force in the economic and social development of their society, it is necessary to promote their active involvement as agents as well as beneficiaries in the conception, implementation and evaluation of protection, assistance and development programmes.

First hand reports made by black women from Zimbabwe and Zambia point to achievements in legal and other forms of protection. Such achievements constitute a positive example to women in other parts of the region, in particular in South Africa and Namibia. Namibian women have a fundamental role to play in the building of their society and are eager to participate in all spheres of public and private life. The need exists, therefore, to promote their active involvement in the political life of their country, so that their specific needs and aspirations become an integral component of the process of Namibia's reconstruction and development. This view was often conveyed to the Group and was clearly expressed by a Namibian woman who said to the Group: "I hope that a new Namibia can be built with opportunities for all".

The process of repatriation, resettlement and reconstruction are vital to the reconstruction of an independent Namibia. While the repatriation process is near its end, the financial resources for the subsequent two stages remain woefully inadequate to the task and require an urgent substantial increase. Of serious concern is also the continuing budget crisis of the Office of the High Commissioner for Refugees which has resulted in severe cuts to social services and self-sufficiency programmes in refugee camps. Along the same lines, the budget cuts in the World Food Programme (WFP) have caused reductions of food rations in different areas.

It is to be noted that the South African budget for Namibia has decreased from R308 million in 1987-1988 to R82 million in 1989-1990, exactly the period of Namibia's transition to its independence. The international community, which continues to bear a special responsibility regarding Namibia, must undertake appropriate steps to ensure that South Africa meets its obligations concerning Namibia.

In the final analysis it is hoped that the concern for immediate security needs will not become a hindrance to the long-term planning of economic development of the countries of the region."

B. Recommendations

"The delegation would like to make the following recommendations:

To the United Nations and intergovernmental organizations

(a) International agencies which are presently undertaking needs assessments and analyses in order to propose developmental alternatives to the future Namibian Government should make greater efforts towards integrating women's socio-economic role in these activities. Of particular importance is the role of women in the agricultural, health and education sectors. These activities should not result in "women-specific" projects, but should include women as a vital participant in the development process.

(b) In order to facilitate policy formulation on the integration of Namibian women in the national planning process, a workshop should be held in the near future in Namibia. The objectives of the workshop would be to review alternatives open to Namibian women and to share experiences which would lead to an identification of the most appropriate options for Namibia. Participants would be African women with operational experience in policy formulation and national planning activities or relevant comparative experience.

To donors and non-governmental organizations

(a) Women's organizations and leaders in Namibia should be involved in the process of development planning in order to establish priorities and regional developmental needs, and to define appropriate responses.

(b) Assistance agencies should actively seek individual initiatives where the community itself has identified its needs and has responded to them in a way appropriate to the cultural roots of the community. These self-help activities should be strengthened; if necessary, assistance should be provided in the elaboration and co-ordination of project proposals, and in the reporting of the progress made by such projects.

(c) Co-ordinated efforts should be made to help Namibian women's organizations and leaders develop links with international groups and individuals concerned with social and humanitarian issues. Such links would allow an exchange of information and experiences that could be invaluable to women's organizations in Namibia.

(d) To facilitate the development of a network of community-based organizations in Namibia early steps should be undertaken to promote links among community-based groups in the country. Such links would provide, among other things, the context for an exchange of ideas and for the elaboration of common strategies concerning community issues.

(e) Workshops for community-based child care workers should be a priority and be held in various parts of Namibia to develop skills in child care. If child care technical training is carried out with foreign assistance, it should take place in the community in order to involve members of the community and, thereby, multiply the effects of the training."

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REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF THE NAIROBI FORWARD-LOOKING STRATEGIES FOR THE ADVANCEMENT OF WOMEN

Women and children in Namibia

Report by the Secretary-General

Corrigendum

Page 6, paragraph 12, line 2

For 400,000 read 40,000

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